

**IMPLEMENTING QUALITY MANAGEMENT IN
DEVELOPMENT BUREAUCRACIES**

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DECLARATION

Except where cited in the text, this thesis is the result of my own original research carried out as a Ph.D. student at the Australian National University.

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(December 1998)

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ABSTRACT

Focus on gauging the needs of the customers and tapping the human resource potential is increasingly evident in both public and private organisations. Such practices have been associated with the managerial discipline of quality management, popularly referred by the acronym of TQM.

This thesis fills a gap in existing literature on quality management in public sector organisations by examining the application of quality management in a development bureaucracy. The Malaysian public service is examined to identify the effects of quality management on human resources and organisational change in development bureaucracies.

The research methodology focuses on two levels of research. The first provides a macro perspective through a review of Government policies and guidelines and the views of two selected groups of public service employees. The second level of research, which is the case study of the National Institute of Public Administration (INTAN), provides a detailed analysis of the main operational mechanisms of quality management, namely the Quality Control Circles (QCCs), Work Teams and the Client's Charter. The case study also includes the perceptions of managerial and non-managerial employees on the impact of quality management on several organisational aspects. These are employee training; work skill and knowledge; work changes; team work; job satisfaction; work recognition; employee relations and morale; employee involvement and impact on the customer; employee performance and organisational performance.

This study concludes that there is a well-established quality management framework in the Malaysian public service. Public service employees in general portrayed a high degree of awareness of the concepts and practices of quality management. At the organisational level too, the perceptions of employees at INTAN on the impact of quality management were positive on many of the organisational aspects selected. However, the case study indicated that QCCs were not assimilated as a routine work process and there were criticisms of QCCs specifically with regard to the bureaucratic layer it added and on the triviality of issues tackled in QCCs. This was also reflected in the perceptions of employees on the benefits and usefulness of teamwork. The aspects of work recognition, employees' impact on customers, employee performance and organisational performance too received less positive responses compared to the other organisational aspects studied.

This study has shown that the application of quality management principles and practices has provided a focus of change in the Malaysian public service. For development bureaucracies in general, quality management may represent an approach that may be adopted in reform programs to involve employees and to bring about greater customer focus in public service organisations.

CONTENTS

DECLARATION	ii
ACKNOWLEDGEMENTS	iii
ABSTRACT	vi
LIST OF FIGURES	xi
LIST OF TABLES	xiii
LIST OF ACRONYMS	xv
 Chapter 1	
INTRODUCTION	1
 Subject background	2
Study area and scope	10
Research questions and methodology	13
Limitations of the study	17
Organisation of the study	17
 Chapter 2	
THEORY AND PRACTICE OF QUALITY MANAGEMENT: REVIEW OF LITERATURE	20
 Theories propagated by quality management scholars	20
W. Edwards Deming	21
Joseph Juran	29
Kaoru Ishikawa	33
Philip B. Crosby	37
Quality management in practice: cases from	
private sector organisations	44
Impacts and implications for public service organisations	55
Applicability in the public service	55
Impacts on public service organisations and implications	
for development bureaucracies	60
Conclusions	71
 Chapter 3	
PARADIGMS, PRACTICES AND QUALITY MANAGEMENT CONCEPTS IN PUBLIC SERVICE REFORM PROGRAMS	74
 Managerial paradigms and practices underpinning public service	
reform initiatives in developed countries	76
Quality management concepts in public service3	
reform programs of developed countries	84
The American case	85
The Canadian case	91
The British case	95
Salience of quality management concepts in	
public service reform programs	108
Quality management concepts in East Asian public services	111
Conclusions	116

Chapter 4	
RESEARCH METHODOLOGY	120
The macro perspective	122
The case study	126
Review of documents	129
Survey questionnaires	129
Interviews	133
Data analysis and presentation	135
Constraints of field research	136
 Chapter 5	
QUALITY MANAGEMENT IN THE MALAYSIAN PUBLIC SERVICE	139
Overview of administrative reforms in the Malaysian public service	142
Administrative reforms in the seventies and eighties	143
Administrative reform in the nineties and the introduction of quality management	151
Review of three main programs on quality management	158
Guidelines on Quality Control Circles	158
Guide on Total Quality Management	165
Guidelines on the Client's Charter	171
Perceptions from the Training Groups	174
Conclusions	182
 Chapter 6	
ORGANISATIONAL IMPACT OF QUALITY MANAGEMENT: THE CASE OF INTAN	185
Overview of INTAN	187
Quality management at INTAN	189
Organisational changes and their impacts	191
QCCs	193
Work Teams	199
The Client's Charter	203
Employees' views on the impact of quality management	209
1. Employee training	214
2. Work skill and knowledge	218
3. Work changes	219
4. Team work	222
5. Job satisfaction	226
6. Work recognition	229
7. Employee relations and morale	232
8. Employee involvement and impact on the customer	234
9. Employee performance	238
10 Organisational performance	240
Discussion of employee perceptions	242
Conclusions	249

Chapter 7	
CONCLUSIONS, IMPLICATIONS AND PROSPECTS FOR DEVELOPMENT BUREAUCRACIES	253
Summary and discussion of research findings	255
Policy implications for the Malaysian public service	267
Prospects for development bureaucracies	270
Research and other policy implications	276
 REFERENCES	 281
 APPENDIX 1	
TRAINING GROUPS' QUESTIONNAIRE	293
 APPENDIX 2	
INTAN SURVEY QUESTIONNAIRES	
Head of section/unit questionnaire	299
Staff member questionnaire	306
Soalselidik kakitangan (Malay translation of staff member questionnaire)	311
 APPENDIX 3	
LIST OF INTERVIEWEES	318

LIST OF FIGURES

Figure 2.1.	The Production Process	22
Figure 2.2.	Quality Improvement Cycle Proposed by Deming	23
Figure 2.3.	The Juran Trilogy Diagram	30
Figure 2.4.	Theoretical Perceptions of Quality Compared	42
Figure 2.5	Potential Impact of TQM on Features of the Organisation Culture	43
Figure 3.1.	Components of the New Public Management	79
Figure 3.2.	Charter Mark Trends 1992-1996	100
Figure 4.1.	The Research Design	121
Figure 5.1.	The Concept of Total Quality in the Malaysian Public Service	141
Figure 5.2.	Structure for Quality and Productivity	156
Figure 5.3.	The Quality Control Circle Structure	160
Figure 5.4.	The PDCA Approach	161
Figure 5.5.	Phases of a Circle's Life	165
Figure 5.6.	Model of Continuous Improvement	167
Figure 5.7.	Impact of TQM on Selected Organisational Aspects: Perceptions from Training Groups	177
Figure 5.8.	Effectiveness of TQM on Improving Employee and Organisational Performance: Perceptions from Training Groups	178
Figure 6.1.	Organisation Structure of the National Institute of Public Administration	188
Figure 6.2.	The '5W and 1H' Method	195
Figure 6.3.	'Fish Bone Chart': Paper Wastage in the Printing Process	196
Figure 6.4.	Work Teams at INTAN	200
Figure 6.5.	INTAN's Client's Charter	204

Figure 6.6.	Responses of Employees with Very Little TQM Training and Substantial TQM Training on the Selected Organisational Aspects	247
Figure 6.7.	Responses of QCC Participants and Others on the Selected Organisational Aspects	248

LIST OF TABLES

Table 1.1.	Principles, Practices and Techniques of Total Quality	5
Table 2.1.	Average Rating of TQM Principles, Procedures and Tools	47
Table 2.2.	Summary of Studies Reviewed on the Impact of Quality Management in Private Sector Organisations	54
Table 2.3.	Functions of General Management	58
Table 3.1.	Programs Initiated or Significantly Revised as Reported by OECD Countries 1987-92	81
Table 3.2.	Service Quality Initiatives in Selected OECD Countries	84
Table 3.3.	Change in Civil Service Culture	92
Table 3.4.	Performance Measures of Urban Ambulance Service in Britain	102
Table 3.5.	Functional Committees of PS21 and their Terms of Reference	113
Table 3.6.	Progress of the Performance Pledge Initiative in Hong Kong	115
Table 4.1.	Number of Questionnaires Distributed and Received by Program	133
Table 5.1.	Development Administration Circulars Issued by the Malaysian Government	154
Table 6.1.	Distribution of Respondents by Age Groups	211
Table 6.2.	Distribution of Respondents by Period in Public Service	212
Table 6.3.	Distribution of Respondents by Period Employed at INTAN	213
Table 6.4.	Distribution of Respondents by Educational Qualification	213
Table 6.5.	Respondents Views on Training on TQM, Training on Vision and Objectives of the Organisation, and the Opportunity to Practice Skills Acquired in Training	216
Table 6.6.	Respondents Views on Whether they were Getting Enough Training	217
Table 6.7.	Respondents Views on Whether they were Working with Greater Skill and Knowledge with TQM Implementation	219

Table 6.8.	Respondents Views on Work Changes as a Result of TQM	221
Table 6.9.	Usefulness of Group Involvement for the Organisation	223
Table 6.10.	Impact of Groups on the Organisation	224
Table 6.11.	Benefits of Group Participation	224
Table 6.12.	Level of Job Satisfaction	227
Table 6.13.	Overall Mean Job Satisfaction Levels	227
Table 6.14.	Factors that Would Make Job More Satisfying	228
Table 6.15.	Work Recognition by Senior Management	231
Table 6.16.	Effectiveness of TQM in Improving Employee Relations	233
Table 6.17.	Morale of Employees in the Unit	233
Table 6.18.	Effectiveness of TQM to Involve All Employees	236
Table 6.19.	Say or Influence on Decisions Made in the Unit	236
Table 6.20.	Employees' Impact on the Customer	237
Table 6.21.	Employee Performance Improvement with TQM	239
Table 6.22.	Performance Improvement at the Unit Level	241
Table 6.23.	Performance Improvement at the Organisational Level	241
Table 6.24.	Cumulative Positive Responses from INTAN Employees	243
Table 6.25.	Employees' Perceptions on Selected Organisational Aspects	243

LIST OF ACRONYMS

ASQ	American Society for Quality
AT&T	American Telephone and Telegraph Company
BA	Benefits Agency
CEO	Chief Executive Officer
DAC	Development Administration Circular
DAU	Development Administration Unit
EPU	Economic Planning Unit
G.O.F 10	Group of Ten
IBM	International Business Machines
INTAN	Institut Tadbiran Awam Negara (National Institute of Public Administration)
IR	Inland Revenue
ISIS	Institute of Strategic and International Studies
ISO	International Organisation for Standardisation
MAMPU	Malaysian Administrative Modernisation and Management Planning Unit
NEP	New Economic Policy
NIST	National Institute of Standards and Technology
NPM	New Public Management
OECD	Organisation for Economic Co-operation and Development
PDCA	Plan, Do, Check and Act
POSDCORB	Planning, Organising, Staffing, Directing, Coordinating, Reporting and Budgeting
PS21	Public Service for the 21 st Century
QCC	Quality Control Circle
TQM	Total Quality Management

Chapter 1

INTRODUCTION

The objective of this thesis is to expand the understanding of the impact of quality management in development bureaucracies by examining the effects of quality management on human resources and organisational change in the Malaysian public service. The inherent arguments in this thesis are that quality management with its roots in the manufacturing sector, has brought forth several concepts and practices that are increasingly been applied in the public sector. This is evident in the public service reform programs of the USA, Britain, Canada, Australia and in newly developed nations such as Singapore. Among the developing countries in East Asia, the Malaysian public service represents an example of a development bureaucracy that has implemented quality management concepts in its administrative reform programs. As such, findings of this research will provide significant lessons for development bureaucracies in general attempting to implement customer orientation and team work within their administrative reform programs.

The thesis will fill a gap in existing literature on quality management in public service organisations, recognising that most of the research available has been conducted in the context of developed countries (James, 1997; McDaniel, 1997; Park, 1997; O'Donnell, 1996; McGowan, 1995; Redman et al., 1995; Morgan and Murgatroyd, 1994; Offner, 1993; Bunning, 1992).

This chapter will introduce the thesis by first providing a brief synopsis of quality management and its relationship to public service reform. It will then outline the study area and the scope of this research followed by the research questions and a

brief overview of the research methodology. The chapter will conclude with discussions on the importance of the study, its limitations and how the thesis will be organised.

Subject background

Quality management in simple terms could be expressed through the meaning of the term 'quality'. According to the Cambridge International Dictionary of English, the word quality means the 'characteristic or feature of someone or something' or, the 'standard of excellence of something, often a high standard.' Hence, a quality product means a product of high standard or quality. The same meaning is conveyed in the context of service delivery. Quality management in an organisational context, then is the application of certain practices and techniques which ensure that the end product or output of an organisation, whether a product or a service, is of a high standard. At the organisational level, the variables that affect the quality of the product or service comprise those factors that influence the organisation internally as well as externally. Variables such as the work process, human resources, and the management of the organisation could be included as factors internal to the organisation, while variables such as the organisation's approach to the customer or the recipients of the product or service could be considered as external factors that may have a direct impact on determining a quality product or service. Accordingly, quality management in simplistic terms represents a managerial discipline that fosters the transformation or restructuring of all of these internal and external variables that impact upon the organisation. This change has to come about in relation to the requirements or needs of the customers, as the judge of a quality product or service would be the user of that product or service.

The literature on quality management indicates that the contemporary application of quality management concepts has its roots in statistical quality control methods started in the United States of America (USA) and Europe, with the onset of the industrial revolution and mass production (Bendell et al., 1994:14; Tuckman, 1995:55; Lindsay and Petrick, 1997:62). Hence, modern quality control techniques began in the 1930s with the invention of the control chart by Walter Shewhart of the Bell Laboratories in the USA (Ishikawa, 1985:14). Shewhart, however, adopted into manufacturing the methods of statistical quality control used in agricultural research in Britain by R.A. Fisher (Green, 1994:16).

Statistical quality control basically identifies variations in the production process through statistical methods and redesigns the system to reduce such variations, so as to ultimately improve the quality of the product (Bank, 1992:63). The process of statistical quality control has often been confused with the process of quality assurance, which ensures the quality of the product at the very final stage of the product, assuring standards of quality set, by weeding out products that do not conform (Thompson and Koronacki, 1993:2). The basic paradigm for quality focuses on the elimination of conceivable problems at the design stage and extensive pilot testing before actual production of the product (Thompson and Koronacki, 1993:13).

The Second World War provided the Americans with the testing grounds for the application of Shewhart's techniques and quality control techniques proved to be an effective method of manufacturing military supplies efficiently and cheaply (Ishikawa, 1985:14). The concepts of controlling the quality of products manufactured had been perfected at a very early date. For example, the adoption

of quality standards in Britain, labeled then as 'British Standards 600' started as early as 1935 (Ishikawa, 1985:14).

Although quality management has its roots in statistical quality control, quality management as a managerial discipline appeared after the Second World War in Japan when the Japanese aggressively pursued the ideas of quality improvement in products and company performance in the 1950s. This was done with the assistance of two Americans, W. Edwards Deming and Joseph Juran. A Japanese scholar, Kaoru Ishikawa also needs be noted here for popularising the concepts of quality circles and the use of statistical tools in problem solving, which became one of the crucial practices in the implementation of total quality management. Subsequent development of quality management practices took place in Japan and in the seventies the quality movement was carried back to the USA by Deming, Juran and by other scholars such as Philip Crosby (Lindsay and Petrick, 1997:73).

More recently, quality management has become an established element of managerial discipline. This has not meant, however, that it has been universally accepted. While it has been hailed for its many achievements (Green, 1994:1-4), it has also been seen as a passing management fad (O'Donnell, 1996:259). There is also concern among academics about whether quality management in its 'orthodox' form could be applied in the public sector (Swiss, 1992:360).

Amidst the various viewpoints, however, several academics and practitioners have presented specific managerial concepts drawn from the writings of the major quality theorists, and have termed these concepts as total quality management, popularised in the acronym of TQM (Hackman and Wageman, 1995; Dean Jr. and Bowen, 1994; Grant et al., 1994). As will be outlined in detail in the next chapter, three major principles encompass quality management: customer focus; continuous

improvement and team work. The practices and techniques associated with these principles have been summarised by two theorists reproduced here as Table 1.1.

Table 1.1 Principles, Practices and Techniques of Total Quality

	Customer focus	Continuous improvement	Teamwork
Principles	Paramount importance of providing products and services that fulfil customer needs;	Relentless improvement of processes that create products & services	Collaboration throughout org. & with customers
Practices	Collecting information on customer needs	Process analysis	Formation of Problem-solving teams / Group skill training
Techniques	Customer surveys & focus groups	Flowcharts Fishbone diagrams Statistical analysis	Org.development methods Team-building

Source: Dean Jr.,J.W., and Bowen, D.E., 1994. 'Management theory and total quality: improving research and practice through theory development', *The Academy of Management Review*, 19(3):395.

The principle of customer focus is geared towards restructuring the organisation to meet the needs and requirements of the customers that the organisation serves. The practices and techniques commonly associated with customer focus are primarily customer surveys to collect data to determine needs and expectations. The principle of team work focuses on collaboration of employees at all levels of the organisation through the formation of teams and the use of problem solving methods. Finally, to sustain the quality of a product or service there needs to be continuous improvement of organisational procedures.

These concepts have been applied in both public and private sector organisations to improve the quality of products and services delivered and to improve the human resource potential in organisations. The potential effects of quality management at

the organisational level could be highlighted through outcomes of some of the studies that are available in the context of private organisations (Lam, 1995; Shea and Gobeli, 1995; Hodgetts, 1994; Fisher, 1993; Fisher and Davis, 1992; Fisher, 1990). The details of these studies are provided in Chapter Two. Positive effects reported in these studies included fewer defects in manufacturing, reduced waste, and increased profits (Fisher, 1993:188). Positive improvements of group involvement and work satisfaction were also reported (Fisher and Davis, 1992:132). Negative aspects reported in these studies included the need for more training, poor relations between departments, diminished work satisfaction, and increased work load (Fisher and Davis, 1992:132; Lam, 1995:98).

Similarly, the studies reviewed on the application of quality management in public organisations reported both positive and negative effects (James, 1997; McDaniel, 1997; Park, 1997; O'Donnell, 1996; McGowan, 1995; Redman et al., 1995; Zayed, 1994). Positive effects in public organisations included raising awareness of employees, focusing on customer satisfaction, improving teamwork, and reducing customer complaints (Redman et al., 1995:27). Other studies showed that employee involvement through teams brought about positive effects associated with employee participation resulting in improvements in job satisfaction, skill variety and co-worker social support (James, 1997: 226). More critical studies, however, showed that quality management cannot be imposed on existing management structures (McGowan, 1995:330), and will not work if it conflicts with existing management practices (O'Donnell, 1996:259).

In general, however, reported research results claims that the application of quality management has the potential to bring about positive changes at the organisational level in both public and private organisations. These include positive perceptions by employees with regard to how they work and their perceptions of the work

organisation itself. Perhaps due to the successes reported in the application of quality management in private organisations, concepts that are inherent in the quality management literature have begun to be applied in public service reform programs in several developed countries.

A review of the literature on public service reform programs in developed countries reveal that the concept of quality service seems to be high on the reform agenda (National Performance Review, 1995:2; Offner, 1993:6; Treasury Board of Canada, 1993:4; Singapore Prime Minister's Office, 1996:1; OECD, 1995:22; OECD, 1996a; OECD, 1997:78). Out of the three main principles of quality management already mentioned in defining quality management, the principle of customer orientation is perhaps most evident in public service reform programs of developed countries such as the USA, Britain and in newly industrialised countries such as Singapore. The context of quality management in the emerging paradigms and practices of public service reform will be outlined in Chapter Three. Here, a brief overview of key concepts inherent in public service reform programs of developed countries will be presented.

In the USA, public service reforms implemented under the National Performance Review in 1993 focused on 'cutting red tape; putting customers first; empowering employees to get results; and producing a better government overall by fostering excellence' (Gore, 1993:xl-xli). The reforms initiated under the National Performance Review encompassed quality management principles and to the point that the American Vice President Gore could state that 'quality management is the official policy of the United States government' (National Performance Review, 1995:2).

In Britain, the implementation of the 'next steps' initiative under Prime Minister Margaret Thatcher signified the importance accorded by the government to quality service delivery. This initiative, which separated the policy execution from policy formulation, entrusted the tasks of policy execution and service delivery to the so-called 'next-step' agencies (Savoie, 1994:205). The chief executives placed in charge of the newly created 'next step' agencies were to be provided with considerable managerial independence in the execution of all managerial functions (Ridley, 1995:23). The concept of the Citizen's Charter introduced by Prime Minister John Major in 1991, emphasised the importance of citizens as service recipients and highlighted the significance of quality management practices in the public service. The reforms initiated with the Citizen's Charter carried through a comprehensive program designed to improve the quality of public services and to make public service organisations more accountable and answerable to the public (Offner, 1993:6).

The emphasis towards developing a quality service culture is also apparent in public service reform programs adopted in the newly industrialised countries of East Asia. The East Asian region is being targeted in this discussion because this research will be examining the case of one of the rapidly industrialising countries in this region, that is Malaysia. The cases of Singapore and Hong Kong will be cited in particular because they have been involved in implementing quality management as part of their public sector reform programs.

In Singapore, the establishment of the Service Improvement Unit, in 1991, was one of the major steps taken by the government to improve and sustain the quality of services delivered by the public service. The Service Improvement Unit was formed with the objective of measuring, reviewing and auditing the speed of services

delivered by all government agencies, and more generally to consider all suggestions from the public for service improvement (Quah, 1995:339).

In its initial two years, the Service Improvement Unit, focused on increasing organisational efficiency and effectiveness, and maximising human resource training to enable civil servants to perform better. Other measures pursued included office automation, encouragement of statutory boards to assess quality of service, and monitoring of feedback received from the public by analysing the nature of the requests, complaints and suggestions regarding various public agencies (Quah, 1995:340).

In Hong Kong, a similar mechanism, the Efficiency Unit, was set up with the aim of securing improvements in the formulation of policy objectives and priorities, management and motivation of staff, control over the use of resources, and the efficient delivery of services to customers (Sankey, 1995:22). The public sector reform objectives in Hong Kong have also addressed the need to improve efficiency by making the best use of the resources available, providing a better service to the community, and bringing about greater job satisfaction in the civil service (Tsang, 1995:5).

In general then it can be concluded that, the application of quality management concepts such as customer orientation and teamwork has been a significant factor in public sector reform programs. So when the Government of Malaysia implemented its quality management program with the objective of reforming the administrative structures of the bureaucracy and instilling a positive work culture among the public service employees it was following examples in both western and newly industrialised countries.

The study area and scope

The Malaysian bureaucracy has been well-established since the colonial times. Scholars have argued that when Malaya gained independence in 1957, it had a 'highly sophisticated and unquestionably efficient bureaucratic apparatus (Tilman, 1964:63). One result of the colonial inheritance was evident in the bureaucracy's pre-occupation with system maintenance and adherence to rules and regulations (Esman, 1972:98). As stated by Esman,

Order and regularity were the pride of the system. Precedents were highly prized. The administration was files-oriented, and few officers were prepared to determine and legitimise their decisions. The present generation of officers was taught by their expatriate mentors to respect and be guided by regulations and precedents and to perpetuate routines. They were not encouraged to deviate or to experiment. The purpose of administration was to keep things going along established and approved lines, not to change them, and this applied equally for administrators as well as for clerks (Esman, 1972:98).

However, the Malaysian public service not only reflected its colonial origin but also the nature of its plural society (Esman, 1972:8). Hence, in the Malaysian context, one's place in the social system, status differences and respect for authority are prominent features in human relationships (Esman, 1972:120; Puthuchear, 1978:87). The interpretations of rules and regulations and decisions taken are 'watered' down depending on who the person is in society. Hence, these aspects are reflected in the functioning of the bureaucracy. For example Puthuchear stated that,

Informal personal communications are usually more effective than the formal, impersonal channels. This is generally true in all systems of administration but in Malaysia personal contacts are especially important. It is the most effective way of getting things done (Puthuchear, 1978:89).

Furthermore she stated that,

When a decision has to be taken it is important that the person taking the decision is fully aware of the 'background' of the applicant so that the 'right' decision may be made. Great pains are taken therefore to ensure that one gets a sympathetic hearing by using whatever contact channels that are available. The usual method if one does not know the person directly is to find out who has influence with him and speak to his person ... Even in cases where no special favour is being requested it is found necessary to use one's influence to expedite matters (Puthucheary, 1978:89-90).

Given the bureaucratic nature of the government machinery and the work culture of a plural society, administrative reform in Malaysia has been a challenging phenomenon for the Government.

The task of reforming the administrative machinery of the Government was initiated at a very early stage. The *Montgomery-Esman Report* of 1966 and the *Training for Development in West Malaysia Report* of 1969, pointed the direction of Malaysia's administrative modernisation program (Chapter Two).

From the inauguration of Dr. Mahathir as the Prime Minister in 1981, one of the main targets of policies with regard to administrative reform was to change the work culture of public service officials. Several initiatives were undertaken which included the use of the punch clock system and the compulsory wearing of the name-tag for public service employees. The inception of the quality management movement in the Malaysian public service is evident in the Excellent Work Culture Movement of 1989. And in 1991, several executive orders titled Development Administration Circulars (DACs) were issued by the Prime Minister's office which officially launched the quality management initiative (Chapter Five). The objective of these initiatives was a conscious effort on the part of the Government to change the bureaucratic

paradigm from a 'rule bound and bureaucratic tradition to a more proactive, flexible and adaptable paradigm' (Sarji, 1996:21).

With respect to this research, there are two main reasons why the Malaysian case may provide a meaningful model to draw lessons for developing countries with respect to quality management. One is that the Malaysian public service perhaps represents a model for developing countries in the area of public service reform because the Malaysian government has over the years 'boldly' attempted to adopt managerial principles hitherto attempted in the developed countries and in private sector organisations. A case in point is the implementation of quality management concepts in public service organisations, which is very new to most developing countries (public service programs in the developing countries in East Asia, discussed in Chapter Three, will shed light on this issue). More recently, in 1996, the implementation of ISO 9000 quality standards in the Malaysian public service also supports this contention because the concept of ISO 9000 is totally new to public service organisations in general. The ISO 9000 in the Malaysian context represents,

... a written set of standards which describes the basic elements of the quality system for an organisation. These elements encompass organisational structure, responsibilities, procedures, processes and resources for implementing quality management (Government of Malaysia, 1996a:12)

It is envisaged that an organisation that had received the ISO 9000 certification will possess a quality system where the product or service will continuously meet the requirements of the customers that the organisation serves.¹

¹ For accounts of the application of the ISO 9000 quality systems in the public sector see: Bendell et al., 1994. 'The application of BS 5750, ISO 9000 and quality systems in the public sector', in *Implementing Quality in the Public Sector*, Pitman Publishing, London:202-223. A brief account of the International Organisation for Standardisation and ISO 9000 and its implications is available in H. Michael Hays, 1994. 'ISO 9000: the new strategic consideration', *Business Horizons*, May-June:52-60.

The second reason why the Malaysian case represents a good example is because quality management has now been implemented for a substantial period in the public service. At the time of this research it was almost seven years from the date of the official implementation of the Development Administration Circular outlining the strategies for quality improvement in the public service. As the findings of another study indicates, the outcomes of successful implementation of quality management programs will not be evident 'over night' (Navratnam and Harris, 1994:47). This may be particularly true where these practices are being introduced into a public sector of a developing country where organisational culture and history may be significant constraints to ideas emanating from the private sector.

Although the Malaysian public service defines the scope of this study, it must be pointed out that this is not a comprehensive study of the implementation of quality management in the Malaysian public service. The main focus of this research was on the case study of one organisation. In addition, no attempt has been made to determine or measure the effectiveness of quality management in the organisation selected. Rather the analysis has been on processes and perceptions of employees. The study is not a representative analysis rather an indicative illustration of the effects of quality management in the Malaysian public service.

Research questions and methodology

Emphasis on changing work cultures is increasingly targeted by public service reform programs in both developed and developing countries. In the case of developed countries, changing work cultures and focusing on releasing the potential of human resources are key aspects of public service reform programs.

Such reform themes are evident in reforms in Canada, the USA, and Singapore, which will be discussed in detail in Chapter Three. In developing countries such as Malaysia, 'inculcation' of positive values among employees seems to be one of the key objectives of public service reform that is identifiable in government rhetoric.

In addition, the case of development bureaucracies is more significant in one specific aspect. This is the salience of work cultures that are deeply rooted in traditional and cultural values of the society. Whether these traditional work cultures are detrimental to the effective functioning of development bureaucracies is an issue that is beyond this thesis. In this situation of complexity the relatively simple prescriptions of quality management may gain an additional appeal. A further attracting factor in quality management for public service organisations is perhaps the emphasis of quality management on the aspects of human resources which in an era of budgetary constraints has become increasingly a target when attempting to reform the public service. In the words of two academics, writing on why government managers should adopt a total quality management approach,

... in this era of resource scarcity one great untapped resource is every worker's knowledge and ingenuity applied to the process of performing work. Government's performance can be improved if human capital is leveraged more effectively through continuous process improvement of operating processes and more efficient group processes (Cohen and Brand, 1993:11).

The second focus is on organisational change and transformation to meet the needs of the customer, and establishing a customer service culture within the organisation. This concept of customer orientation has brought forth a new element of public service reform hitherto not addressed, that is, consideration of the service recipients as customers and delivering services according to the needs of the customers. Furthermore, studies on capacity building in the public sector of developing countries have also shown that effective public sector performance is

more often driven by strong organisational cultures, good management practices and effective communication networks, than by the traditional bureaucratic emphasis on rules and regulations or procedures and pay scales (Grindle and Hilderbrand, 1995:441). Here again quality management may be seen to have significant potential.

It is the objective of this thesis to examine the application of quality management in the Malaysian public service through government policies, guidelines and the operational mechanisms and to gauge the perceptions of public service employees on organisational aspects of these changes. The organisational aspects selected for discussion were employee training; work skill and knowledge; work changes; team work; job satisfaction; work recognition; employee relations and morale; employee involvement and impact on the customer; employee performance; and organisational performance. Analysis of the impact of quality management on these ten organisational aspects will provide an insight into the organisational impact of quality management, focusing on human resources and organisational change (Chapter Six).

Within the objectives identified above, this thesis will be guided by the following research questions to be addressed in the subsequent chapters of this thesis.

1. What are the quality management concepts and practices evident in the writings of the quality management theorists?
2. Where does quality management theory fit in the context of the emerging paradigms and practices in public service reform and what are the quality management practices that are prevalent in the public services of developed and developing countries?
3. What is the nature of quality management in the Malaysian public service?
4. What are the general impressions of employees on the impact of quality management in the Malaysian public service?

5. Have the concepts of team work and customer orientation been institutionalised through QCCs, Work Teams and the Client's Charter?
6. How do employees perceive the impact of quality management on employee training; work skill and knowledge; work changes; team work; job satisfaction; work recognition; employee relations and morale; employee involvement and impact on the customer; employee performance; and organisational performance?

The methodology will utilise qualitative and quantitative approaches to address the research questions and is detailed in Chapter Four. The research design consists of two levels - the macro perspective and the case study. The macro perspective will provide a broad and exploratory view of policies, guidelines and operational mechanisms of quality management in the Malaysian public service. This level of research will also focus on gauging the impressions of two groups of Malaysian public service officials on their views on the implementation of quality management in the public service. The two groups of employees were Malaysian public service employees who were attending two training courses at INTAN. Hence, they were titled as Training Groups. A total of 42 Malaysian public service officials participated in answering a short questionnaire distributed among these two groups.

The second level of field research is the case study of the National Institute of Public Administration (INTAN). The objective here was to analyse in depth the operational mechanisms of quality management and the subsequent outcomes through employee perceptions and pre-existing studies. Employee perceptions were obtained through a structured questionnaire distributed to the managerial and non-managerial employees of INTAN. A total of 338 questionnaires were distributed and 141 were received, with 139 useable questionnaires applied in the data analysis. The response rate in terms of the number of questionnaires distributed was 42 percent.

Limitations of the study

The main limitation of this study arose from the limited nature of the case study. As the case study chosen was primarily a training institution, a similar analysis needs to be made with respect to an organisation that may be considered as a typical public service organisation, where the functions of service delivery and 'closeness' to citizens are a significant political factor that will govern the implementation of the customer orientation concept.

The second limitation is reflected in the macro perspective presented in this study which utilised views of selected Training Groups to gauge the general impressions of quality management in the Malaysian public service. These groups were not representative samples of the public service, and were chosen at the convenience of the researcher. They comprised public service employees who were attending two of the training courses conducted at INTAN during the course of the researcher's stay at INTAN. Although not representative, these two groups of employees were from various government departments and ministries and represented an indicative sample of the views that may be obtained from Malaysian public service employees in general.

Organisation of the study

This chapter has set the framework against which the research questions that are to be studied in this thesis will be examined. The next chapter will present the theoretical foundations of quality management by outlining the concepts of quality management proposed by the theorists Deming, Juran, Ishikawa and Crosby. The chapter will outline the theoretical framework of the issues studied in the thesis and

the outcomes of selected research on quality management in private and public sector organisations. It will also discuss several concerns that have been raised by academics with regard to the implementation of quality management in the public sector.

Having identified the theoretical contexts of quality management, Chapter Three will identify the context of quality management theory in the emerging paradigms of public service reform. The chapter will also examine the nature of quality management initiatives in the industrialised countries of the USA, Britain, and Canada, and review service quality initiatives in the newly industrialised countries of the East Asian region, hence identifying the context of quality management in public service reform programs.

Chapter Four will present the research design and methodology used to conduct research in the Malaysian public service. Chapter Five will place in context the Malaysian case, by presenting an overview of the Malaysian public service and its reform process. It will also review the literature on the methods and techniques used in the adoption and implementation of quality management concepts in the Malaysian public service. This review will specifically focus on the Development Administration Circulars issued by the government, which in effect will identify the rhetoric with regard to quality management in the public service. Against this background the views of selected employees from the Malaysian public service will be obtained to gauge their general impressions on the impact of quality management.

Chapter Six will present the case study of INTAN. It will review existing studies at INTAN, and the working of the operational mechanisms of quality management implementation, namely the QCCs, Work Teams and the Client's Charter. This will

be complemented through the perceptions of employees at INTAN through a survey of managerial and non-managerial employees, and through interviews with heads of programs, teaching staff and members of QCCs.

The concluding chapter will summarise the main research findings and will discuss the research findings in light of the existing research. The chapter will also present policy implications for the Malaysian public service and examine the prospects for development bureaucracies in general.

Chapter 2

THEORY AND PRACTICE OF QUALITY MANAGEMENT: REVIEW OF LITERATURE

This chapter will examine the theoretical literature on quality management by reviewing the writings of selected scholars in the field and identifying the concepts and techniques of quality management as applied in practice in private and public sector organisations. The objective is to determine the effects and implications of the application of quality management in public service organisations. This chapter will also present the concerns raised by academics on the application of quality management techniques in public service organisations, and briefly discuss the implications for 'traditional' organisation structures in development bureaucracies.

Theories propagated by scholars of quality management

Rather than attempting to cover all that has been written on the subject of quality management, this chapter starts by identifying the leading writers and scholars from whose work subsequent writings on quality management are largely derived. This will lay the basis for a discussion of the theoretical background of quality management. From an historical perspective, the origins of quality management as evident today, could be traced mainly to two American scholars, W. Edwards Deming and Joseph Juran.² Their early work in Japan in the 1950s seems to have played a major role in the development of the concept and in the application of

² Detailed accounts of the history of the so called quality movement are provided in Cole, Robert E. (ed.), 1995. *The Death and Life of the American Quality Movement*, Oxford University Press, New York. See also, Wiele, A.V.D., 1998. 'The history of quality and quality management', in *Beyond Fads: management fads and organisational change with reference to quality management*, Eburon, Delft. The Netherlands:25-42, and, Rimington, R.V.J., 1991. 'Developments in total quality management', in *An analysis of the adaptation of quality management techniques by U.K. electronic companies*, Ph.D. Thesis, University of Keele:77-162.

quality management. During this period, a Japanese scholar, Kaoru Ishikawa, was also instrumental in the development of quality circles and statistical problem solving tools which have become important components of quality management in practice. Their ideas were later transferred and popularised in the USA, where they have been augmented by other American scholars of whom Philip Crosby is chosen here as representative. An additional reason for choosing Crosby's writings as representative for the purpose of this study is that his teachings seem to have been particularly influential in the Malaysian public service.³ The writings of these academics will be outlined with the initial aim of identifying what they mean by 'quality' and their approaches to achieving a quality product or service.

W. Edwards Deming

W. Edwards Deming has a doctorate in mathematical physics, but considers himself a statistician. Deming's early work, done mostly in Japan, was based on advanced statistical quality control methods. His teachings became so influential in Japan that since 1965 the 'Deming Award' has been the most coveted award given for quality in the Japanese manufacturing industry. In the USA, he was recognised as a substantial player in the turn-around of the Japanese industry when in 1980, one of the major national television broadcasting stations, the NBC, in a documentary named 'If Japan Can, Why Can't We?', named him as the 'father of the third wave of industrial revolution' (Bank, 1992:62).

According to Deming, 'a product or service possesses quality if it helps somebody and enjoys a good and sustainable market' (Deming, 1993:2). Under Deming's

³ A personal interview with a senior official at the Malaysian Administrative Modernisation and Management Planning Unit (MAMPU), revealed that much of the circulars on TQM had been influenced by the writings of Crosby (Interview 6).

approach, production is seen to improve with the improvement of the system, because the production process is viewed as the whole system. The chart duplicated in Figure 2.1 was first used by Deming in Japan in 1950 to indicate this point (Deming, 1982:103).

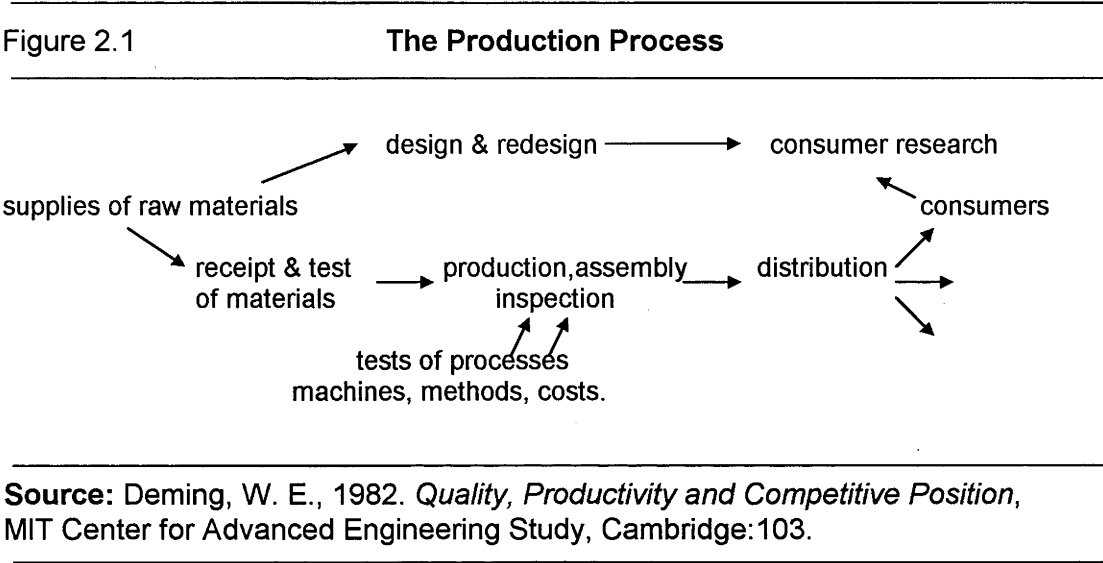


Figure 2.1 shows Deming’s conceptualisation of the relationships between the various components of the production process. Production and assembly as the central functions and supply of materials, distribution, consumer research, testing and product design and redesign are seen as the supporting functions. Not only is production seen as a total process but also one that is focused on the consumer, with consumer research, and the design and redesigning of the product to satisfy the customer being crucial in achieving a quality product. According to Deming, all these processes need to be improved if a quality product is desired.

Deming’s teaching has therefore stressed the significance of the production process in achieving quality products. In his words,

Quality is achieved by improvement of the process. Improvement of the process increases uniformity of output of product, reduces rework and mistakes, reduces waste of manpower, machine-time, and materials, and thus increases output with less effort. Other benefits of improved quality are lower

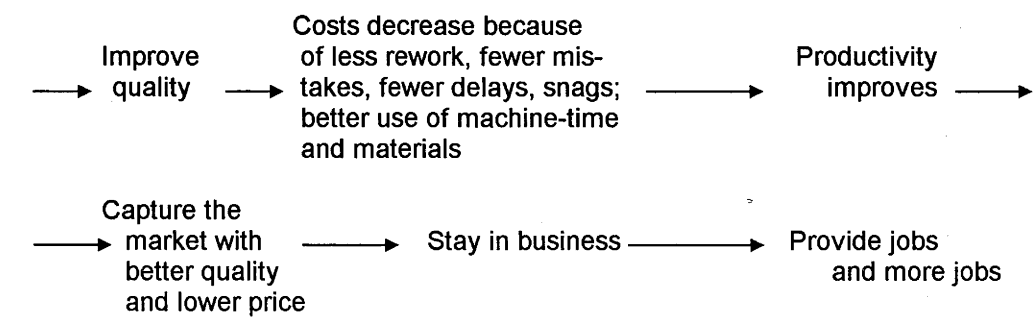
costs, better competitive position, and happier people on the job, and more jobs, through better competitive position of the company (Deming, 1982:1).

He furthermore states that,

Improvement of quality transfers waste of man-hours and of machine-time into the manufacture of good product and better service. The result is a chain reaction - lower costs, better competitive position, happier people on the job, jobs, and more jobs (Deming, 1986:2).

Deming points to the case in Japan, during 1948 and 1949, when management in some Japanese companies observed that improvement of quality inevitably leads to improvement of productivity. According to Deming, by 1950, the chain reaction depicted in Figure 2.2, was on the blackboard of every meeting of top management in Japanese manufacturing industry (Deming, 1986:2). Hence, it was Deming's belief that this system was the cornerstone of Japanese management strategy in the 1950s (Deming, 1986:23).

Figure 2.2 **Quality Improvement Cycle Proposed by Deming**



Source: Deming, W. E., 1986. *Out of the Crisis*, MIT Centre for Advanced Engineering Study, Cambridge:2.

According to Deming, his proposals to completely transform managerial style is applicable to all industries, both manufacturing and service (Deming, 1986:xi). Subsequently, he became concerned with the style of American management that he claimed was leading to a decline in the American industry. Deming felt that a

total transformation was required in American management techniques, with management declaring a policy for the future to stay in business and to provide more jobs (Deming, 1986:xi). Deming's theories on transforming the style of American management are proposed in his 'fourteen points', which are essentially his prescription for achieving quality and productivity, in the manufacturing or the service sector. The fourteen points stated by Deming are:

1. Create constancy of purpose for improvement of product and service, with the aim to become competitive, stay in business, and provide jobs;
2. Adopt the new philosophy, that we are in a new economic age, created by Japan;
3. Cease dependence on mass inspection, by building quality into the product in the first place;
4. End the practice of awarding business on the basis of price tag alone;
5. Improve constantly and forever the system of production and service;
6. Institute training;
7. Adopt and institute leadership;
8. Drive out fear;
9. Breakdown barriers between staff areas;
10. Eliminate slogans, exhortations, and targets for the workforce, that urge to increase productivity;
- 11a. Eliminate numerical quotas for the workforce;
- 11b. Eliminate numerical goals for people in management;
12. Remove barriers that rob people of pride of workmanship;
13. Encourage education and self-improvement for everyone;
14. Take action to accomplish the transformation (Deming, 1986:24-86).

Deming's first point, that is, establishment of constancy of purpose, was outlined with the objective of creating an organisational environment with long term goals where resources are allocated to planning, research and education of all employees, and the establishment of an organisational framework that fosters the

principles of constantly improving the products and services of the organisation. This obligation for continuous improvement, stated Deming, never ceases, as the consumer is the most important component of the whole production system (Deming, 1986:26). The 'bottom line' of Deming's claims was his assertion that western management must awaken to the challenge that the Japanese had established a reputation for quality and productivity, and hence must learn their responsibilities, and lead the change in their style of management (Deming, 1986:26). Hence, the path to regain this competitiveness is the path towards achieving quality products and services. This includes the operation of continuous improvement methods in every process of the organisation replacing the techniques of quality inspection which is seen as too late, ineffective and costly to create genuine improvement. In the manufacturing sector, for example, when a product leaves the door of a supplier, it is too late to do anything about its quality. Quality, according to Deming, therefore comes not from inspection but from improvement of the production process (Deming, 1986: 29).

In his fourteen points, Deming also stated that the aspects of quality, service, and price cannot be left to the forces of competition from price alone, as price has no meaning without a measure of the quality being purchased. Measures of quality will become the most important aspect for a product or service to be competitive (Deming, 1986:32). Again, this is why quality needs to be built in at the design stage, through procedures and methods for process improvement, and better allocation of human resources. Better management of the human resource factor includes selection of people, their placement and training, and the provision of the opportunity to improve the potential of all employees.

Apart from the better management of the human resource function, process improvement also includes the study of the processes undertaken in the production

and service delivery process. This will include the impact of environmental factors on the production process, such as changes in temperature, pressure, speed, and change of material (Deming, 1986:51).

From process improvement, Deming proceeded to training, and the role and responsibilities of management for improving the tasks related to the performance of employees. His logic was that if the full potential of process improvement was to be realised then the training function needed to be totally overhauled, and management too would need to be trained to understand the functioning of the organisation in all aspects (Deming, 1986:53). As processes are developed and employees are trained, the tasks and responsibilities of management, according to Deming, have to shift from supervision to leadership. Like all other employees in the organisation, managers must work on sources of improvement, the intent of quality of product and of service, and on the translation of the intent into design and actual product. Hence a focus on outcomes needs to be swapped to a focus on continuous improvement. Deming saw this as the reason why managerial disciplines that focus on outcomes such as management by numbers and management by objectives and appraisal of performance, must be abolished and replaced by leadership that promotes and breeds continuous improvement into the organisational system (Deming, 1986:54).

Thus, to improve the performance of employees, Deming prescribed teamwork, and the creation of an environment that reduces inhibitions and fosters creativity and ingenuity. With regard to teamwork, Deming stated that people from all areas of the workplace need to be brought together to solve problems encountered in the organisation. For example people in research, design, purchase of materials, sales and receipt of incoming materials, must learn about the problems encountered with various materials and specifications in production and assembly. So people in all

areas must work as a team to foresee problems on the production side. Deming's view was that teams composed of people in design, engineering, production, and sales could contribute to designs for the future, and accomplish important improvements in products and services, if they could work without fear of management censure (Deming, 1986:64). Hence, encouragement by the management for employees to show initiative seems to be a vital condition in the success of teamwork in organisations. An ironic factor here, however, may be that imposed bureaucratic structures and added procedures in the formation and operation of teams may hinder the productive functioning of employees in such teams.

Hence, if teamwork is to succeed, then an environment that removes restraints and inhibitions needs to be installed in the organisation. Deming saw that staff involvement leading to a feeling of importance and sense of belonging which contributes to work effort. In addition, if the person can take pride in work, then the person may play a part in improvement of the system. Deming believed that disruptive factors such as absenteeism and the mobility of the work force tend to stem from inadequate supervision and poor management (Deming, 1986:83).

The other important factors mentioned in Deming's fourteen points pertain to the use of exhortations, quotas and internal goals set by the organisation. Deming believed that exhortations and posters generate frustration and resentment, and they advertise to the production worker that the management are unaware of the barriers to pride of workmanship (Deming, 1986:67). Similarly, he saw a quota as a fortress against improvement of quality and productivity. According to him, it is totally incompatible with never-ending improvement (Deming, 1986:70). So if a stable system is installed, the use of specific goals becomes unnecessary, as the system will have its own in-built standards met through design and the continuous

improvement process. Equally a target set beyond the standards established at the design or the planning stage will be beyond the capability of the system. Such a target will be impossible to reach and would end up frustrating the employees and the management (Deming, 1986:75-76).

Deming's fourteen points outlined briefly in the preceding paragraphs, express his managerial philosophy for the attainment of a quality product or service in any organisation. With regard to organisational change and development, Deming wrote that the whole organisation needs to be revamped and refocussed for the business of improving the product or service delivered by the organisation. This involves improving each and every aspect of production in line with the needs of the customers that the organisation is serving. The other fundamental issue raised in his fourteen points is the termination of the practice of mass inspection and instead, the substitution of the process of continuous improvement thereby building quality into the product or service even at the very initial stage, reducing costs and improving efficiency. Deming's fourteen points also emphasised the effective management of human resources, leadership and action to accomplish the objectives of the organisation. He stressed the need for effective training, driving out fear among employees to promote a feeling of security and well-being of the employees. Working through teams that breaks barriers within departments and between departments was another crucial point. This emphasis on education and self- improvement of the employees is another basic aspect of human resource management that Deming saw as necessary for the competent performance of employees.

At the organisational level, Deming's theoretical literature is seen to be applicable both in manufacturing and service organisations, and hence, may be pertinent to both private and public service organisations. Thus, Deming's theoretical literature

identifies two main issues that may have a direct bearing on bringing about organisational change and affecting human resources for improving the quality of services. First is the 'systems approach' to quality products and services, which is explained in Deming's references to the 'production process'. According to the systems approach the whole system needs to be mobilised for effective functioning through formulating long term objectives and planning. This improvement process would include all aspects of the organisation. Second is the emphasis on improving the potential of human resources through training, and improvement of work procedures through teamwork. The implementation of the systems approach prescribed by Deming may institute a process of continuous improvement involving all levels of the organisation, and the concept of team work may bring about change in the attitudes and perceptions of employees that may lead to improved employee performance and productivity.

While Deming prescribed a 'systems approach' with process improvement as all important factor for achieving quality and productivity in organisations, Juran identified phases of improvement that could be initiated at the organisational level for quality improvement.

Joseph Juran

Juran like Deming, is an American scholar who visited Japan in the 1950s to lecture on quality control activities. Ishikawa has noted that Juran's visit to Japan brought about a change in the attitudes of Japanese manufacturers towards quality control, in the sense that quality management came to be viewed as a series of concepts that were applied for more than just statistical quality control. Rather, quality control came to be viewed as a management tool (Ishikawa, 1985:19).

A review of Juran's writings indicated that the definition of the word 'quality', encompasses two crucial meanings which may be defined as follows:

1. Quality consists of those product features which meet the needs of the customers and thereby provide product satisfaction;
2. Quality consists of freedom from deficiencies (Juran, 1988:2.2).

Those products and services that meet the needs of the customers and at the same time are free from deficiencies are considered being 'fit for use'. Hence the overall definition of quality Juran had put forth was 'quality is fitness for use' (Juran, 1988:2.8).

Juran's theoretical framework for quality management identified three phases of quality improvement and drew an analogy with the processes involved in financial management. Juran stated that like a sound financial management system, quality management involves the three stages of planning, control and improvement. The quality planning, quality control and quality improvement process Juran has labeled as the 'Juran Trilogy' reproduced here as Figure 2.3 (Juran, 1989:20).

Figure 2.3

The Juran Trilogy Diagram

QUALITY PLANNING	QUALITY CONTROL	QUALITY IMPROVEMENT
Determine who the customers are Determine the customers' needs	Evaluate actual product performance	Establish the infrastructure
Develop product features that respond to customers' needs	Compare actual performance to product goals	Identify improvement projects
Develop processes able to produce the product features	Act on the difference	Establish project teams
Transfer the plans to the operating forces		Provide the teams with resources, training and motivation to : Diagnose the causes Stimulate remedies Establish controls to hold the gains

Source: Juran, J.M, 1989. *Juran on Leadership for Quality: an executive handbook*, Juran Institute, New York:20.

The quality planning stage involves the stages of product design and development in accordance with the specifications of the customer. This includes assessing who the customers are, and what their needs are, as well as designing and producing the product. With the production process under way, the quality control and the quality improvement processes are affected. The process of quality control then identifies actual performance with respect to the goals set and then acts on the differences between actual performance and the goals set, while the quality improvement process involves identifying the specific needs for improvement in the form of improvement projects. Once the improvement projects are identified, management needs to provide the resources and the training required to carry out the tasks assigned to the improvement projects (Juran, 1989:20-21). So in Juran's approach, project teams play a crucial role in the improvement process.

Juran believed that quality improvement stage need to be implemented first for the quality improvement process to be accepted by both the management and staff. This is because the quality improvement process shows investment returns faster through the promotion of team work and worker participation in the improvement process at all levels of the organisation. This, stated Juran, is crucial for the implementation and success of a new managerial technique (Juran, 1989:26).

As in the case of product quality, service quality begins with 'fitness for use' (Juran, 1988:33.6). In his words,

Fitness for use is determined by those features of the service that the client recognises as beneficial, example, *timeliness* of airline flight arrivals, *courtesy* of store clerks, *consistency* of flavour of food on successive visits to a restaurant, *easy accessibility* (nearness) of service stations, *noise-free* transmission of telephone conversation, *numerical accuracy* of transactions in a bank, *cleanliness* of bathrooms in a hotel. The judge of fitness for use is the client, not the airline, bank, hotel or repair shop (Juran, 1988:33.7).

The basic building blocks of fitness for use are the quality characteristics italicised in the above quotation. Hence, in a service organisation the establishment of standards of service depends on the quality characteristics established by the organisation in relation to the services delivered. According to Juran, the service standards established in service organisations usually fall into four categories. They are timeliness, integrity, predictability, and customer satisfaction (Juran, 1988:33.13). If the quality of a service is determined by the standards established to meet the requirements set in these four categories then the ultimate judge of the quality of service is the client or the customer. Furthermore, it will be much more difficult to meet customer requirements in respect of services than it will be in respect of products, because products are relatively easily manufactured and delivered in line with the specifications set by the customers. While this may be possible with services, they are by nature less tangible and hence it is more difficult to provide specifications for them. Some of these issues will be discussed in a later section of this chapter.

This theoretical framework proposed by Juran for establishing service standards forms the basis of most Citizen's Charter programs that are being increasingly adopted in public service reform programs in industrialised economies (Chapter Three). So the concept of the Citizen's Charter represents one of the core principles of quality management that is often present in public service organisations. This aspect will be discussed in the next chapter.

In summary, Juran's concepts of quality management with respect to attaining product quality depend on an organisation's capability to deliver products free of defects with product features that exhibit requirements set by the customers for that product. Service quality is similar in the sense that the quality of services also begins upon meeting standards of the customers that enable the services to be 'fit

for use'. Service quality then, is determined by 'those features of the service that the clients recognise as beneficial' (Juran, 1988:33.7). Hence, the concept of customer orientation evident through the Citizen's Charter represents one of the main principles of quality management. The impacts of the Citizen's Charter proposed by Juran, on public service organisations have been considerable (Chapter Three).

The concept of teamwork in the implementation of quality management has been enriched by the writings of Ishikawa, with his contributions through statistical problem solving techniques used in the context of quality circles.

Kaoru Ishikawa

Ishikawa has been a prominent figure in the dissemination of quality control activities in Japan since the early 1950s. His publication of several books and articles on quality control and quality circles, and his leadership in the Japan Union of Scientists and Engineers bear testimony to this.

Kaoru Ishikawa's contribution to the practice of quality management was mainly in the form of quality circles, and the teaching of basic statistical tools for collecting data and solving problems identified in the work processes.

Hence, statistical tools and techniques were taught to factory workers and foremen in Japanese manufacturing as early as the 1950s and 1960s. It was in 1968 that the Japan Union of Scientists and Engineers adopted the slogan 'QC Circle Members - Lets Study!', to promote the desire to disseminate and educate the Japanese workers in the systematic solving of problems. A book was published under the editorship of Ishikawa that compiled the various articles and exercises

already being used to teach workers. This book, looked upon as a textbook, included in detail the techniques of quality control, and contained information on how to collect data in a given situation, and the techniques of constructing simple graphs and histograms. It also included the methods for constructing cause-and-effect diagrams, check sheets, Pareto diagrams, control charts, scatter diagrams and the techniques of sampling.⁴ Since then these techniques have been popularised over the world. Ishikawa has claimed that these basic statistical tools could solve 95 percent of the problems in a factory (Morgan and Murgatroyd, 1994:39).

Quality circles are thus essentially a Japanese concept, started in the early 1960s, with the objective of optimising the utilisation of human resources that have been trained towards quality control. Kaoru Ishikawa was the leading figure in the implementation of the quality circle concept.

In Japan, initially, quality circle activity began with education of workers and foremen through the use of the media. A quality control correspondence course was run by the Japan Broadcasting Corporation in 1957, and to complement the text of this course, a series of journals was published by the Japan Union of Scientists and Engineers (Ishikawa, 1985:21). The quality circle was born in April 1962, with the publication of the journal 'Quality Control for the Foremen', linking quality control activities with the establishment of the quality control circle (Ishikawa, 1985:22). As explained by Ishikawa there were two reasons for this. First, foremen in industries were not in the habit of studying, hence group efforts through taking

⁴ Ishikawa's book titled *What is Total Quality Control: the Japanese way*, covers these techniques in detail. See also K. Ishikawa, 1984. *Quality Control Circles at Work*, Asian Productivity Organisation, Tokyo, and K. Ishikawa, 1986. *Guide to Quality Control*, Asian Productivity Organisation, Tokyo. Recent applications of these statistical problem solving techniques are discussed in Oakland, J.S. and Sohal, A.S., 1996. *Total Quality Management: text with cases, Pacific Rim Edition*, Butterworth-Heinemann Australia, Melbourne:128-158.

turns in reading the journals would be a great help. Secondly, reading alone would not be much help to the workplace and the statistical methods explained in the journals must be applied in workplaces so the foremen had to be motivated to solve problems arising in the workplace (Ishikawa, 1985:22). Hence, meetings of the workers and foremen became fora for discussing problems encountered in the workplace and utilising the statistical tools suggested in the journals. The fora also enabled worker participation in solving problems in the workplace.

Ishikawa described quality circles as,

... a small group which voluntarily performs quality control activities within a single workshop. Moreover this small group is a continuous organisation, within company-wide quality control activities, for mutual self development and process control and improvement within their workshop utilising quality control techniques with full participation of all members (Ishikawa, 1984:4).

The primary notions behind quality circle activities according to him are three-fold,

1. To contribute to the improvement and development of the enterprise;
2. To respect humanity and build worthwhile lives and cheerful workshops;
3. To give the fullest rein to human capabilities and to draw out each individual's infinite potential (Ishikawa, 1984:4).

According to one commentator, the quality circle invention had subsequently harnessed the human skills of the organisation to solve the unsolved problems of the company, and to streamline and make more efficient existing processes (Berger and Shores, 1986:13). Apart from the time spent in activities pertaining to the quality circles there was no extra cost to the company. Self-improvement, recognition, and creativity amid boredom, and a high priority to improving the performance of the company have been cited as the motivational factors in the formation of quality circles (Berger and Shores, 1986:13)

Although, quality circles worked in the Japanese context, they have received a mixed reaction in the 'West'. Studies done on thirteen companies in Britain where quality circle practices were introduced in the 1980s, showed that only two retained the practice nine years later (Hill, 1995:34). A study that compared the British and the Japanese quality circles and which attempted to explain why quality circles were not as successful in Britain, showed the need to examine the broader context of the organisation in which quality circles were introduced. In Japan, quality circles worked as part of the total program of quality improvement, and Ishikawa believed that quality circles function at their best when the leadership adopts the concepts of total quality management (Hill, 1995:5).

In the USA too, quality circle activity had increased dramatically in the 1980s. A 1982 survey carried out by the New York Stock Exchange showed that 44 percent of all companies with over 400 employees had a quality circle program (Lawler and Mohrman, 1985:66). The popularity of quality circle programs in the USA was associated with the relative successes of Japanese manufacturing industry and the breakthroughs they made in the American market with their high quality products at almost unbeatable prices (Lawler and Mohrman, 1985:66).

In summary, the writings of Ishikawa have made a major contribution to the concept of quality management through his introduction of the use of teams and systematic problem solving through statistical techniques. The application of quality circles in the context of the public service is a significant aspect of quality management and will be examined in detail in Chapters Five and Six of this thesis.

While Deming, Juran and Ishikawa all belong chronologically to the pioneering period of the quality movement, it seems appropriate to use a representative of recent writings on quality management. Philip Crosby has been chosen because his

writings seems to have been influential in the application of quality management in the Malaysian public service.

Philip B. Crosby

Philip Crosby is an American academic and practitioner of quality management. He has written extensively on quality management, and is the author of eight books on quality. Crosby's contributions are summarised in his assertion that 'quality is free' and quality could be achieved through 'zero defects' (Crosby, 1979:1).

According to Crosby,

Quality is free ... What costs money are the unquality things - all actions that involve not doing jobs right the first time (Crosby, 1979:1).

In this regard Crosby defines quality management succinctly as,

... a systematic way of guaranteeing that organised activities happen the way they are planned. It is a management discipline concerned with preventing problems from occurring by creating the attitudes and controls that make prevention possible (Crosby, 1979:22).

Two aspects are of significance in this definition. One, is that quality management focuses on preventing problems from happening and thereby improving the quality of the products and at the same time reducing the costs incurred from defective products.⁵ The other, concerns the 'creation of attitudes and controls' that enable production to continue without defects. These two aspects are significant because they concentrate on changing the organisational culture, that is, the way in which things are done in the organisation. This is especially significant in the context of

⁵ See also Crosby, P.B., 1989. *Lets Talk Quality*, Mc-Graw Hill, New York:50.

public service organisations, as changing attitudes of employees to extricate them from the 'traditional' notions of bureaucracy and organisational hierarchy may be seen as central to the success of the application of quality management in public service reform.

Crosby identified a fourteen-step program for the implementation of a quality management. The program establishes a system for the prevention of defects and the elimination of mistakes thereby bringing about improvement. The fourteen steps proposed by Crosby for the establishment of a quality program in an organisation emphasises the role of management and work improvement teams. It also focuses on measuring and evaluating the costs of not bringing out a quality product or service, as well as the role of human resources especially with regard to training and work recognition. Crosby's fourteen steps are as follows:

1. Management commitment;
2. Quality improvement team;
3. Quality measurement;
4. Cost of quality evaluation;
5. Quality awareness;
6. Corrective action;
7. Establish an ad-hoc committee for the zero defects program;
8. Supervisor training;
9. Zero defects day;
10. Goal setting;
11. Error cause removal;
12. Recognition;
13. Quality council;
14. Do it over again (Crosby, 1979:132-139).

According to Crosby these fourteen steps encompass a quality management program in any organisation. A typical program would involve implementation of all the prescriptions put forth in these steps and would normally stretch out for a period of one year, at the end of which an assessment needs to be made. His first step

alluded to the formulation of a quality policy and the creation of an awareness on the part of management with regard to the need for quality improvement, while recognising the necessity for full participation at all levels of the organisation.

Step two directs attention to the process of forming a quality improvement team with representatives from each department, and orientating members to the purpose and role of the team. Crosby felt that it was important that the team be chaired by one of its members because a team leader is needed for direction.

Step three determines the status of quality in specific departments by reviewing outcomes in each department. Quality status needs to be recorded to show where improvements are possible and where improvements are necessary, and to document the actual improvements achieved after implementation of the quality management process. Crosby stated that non-manufacturing measurements are sometimes hard to establish. However, even in such service areas, the documentation and measurement of errors in existing work and the placement of the results of such measurements in highly visible charts is seen as effective in terms of motivating employees for improved performance.

Step four deals with cost evaluation of the quality process, once a quality measurement system is established. Crosby saw this as vital for the monitoring of the quality management processes, since according to him quality means that there is no cost involved because defective products are not produced by the system.

Step five focuses on increasing quality awareness.⁶ Crosby believes that quality awareness should be spread across the organisation through distributing booklets and leaflets, and by training supervisors to provide information to their workers to generate awareness as to the costs involved in 'unquality' work.

Step six focuses on encouragement of employees to talk about problems encountered in the workplace. This will enable the organisation to identify problems that workers themselves understand and those that are usually difficult to gauge through any tangible means of measurement. These problems would then be brought to the meetings of quality circles for the generation of ideas on potential solutions.

Step seven calls for the establishment of an ad-hoc committee. The purpose of this committee is to impart to the workers the meaning of zero-defects. That is, the idea that everything in the workplace needs to be done right the first time. The ad-hoc committee should search for innovative ways to disseminate this information across the whole organisation and it should also work out how to do this in a way that best suits the organisational culture.

Supervisory training is the focus of the next step. Before the implementation of each step, a training program for the formal orientation of each step must be conducted for all supervisors. The supervisors should understand each step so that they can explain it and train the employees they supervise to implement it.

⁶ In another work, Crosby has also stressed the importance of 'relentless education' to increase awareness and work skill of employees. Crosby, P.B., 1992. *Completeness: quality for the 21st century*, Dutton, New York:27-28.

The marking of a 'zero defects' day is also called for, to establish the commitment for the accomplishment of zero defects in all aspects of the organisation as the new performance standard of the organisation. On this day, this concept needs to be reiterated to all employees. Zero defects would be marked as a day of change and of a new disposition towards work.

Step ten is concerned with goal setting, which encourages employees to set their own goals. The supervisors should request the employees to lay out the goals and deadlines they wish to aim at. Crosby suggests that a form should be introduced for the employees to state problems encountered in their work, and their suggestions should then be built into a process of error removal. The corresponding work improvement team will attend to such problems identified by the employees.

Step twelve is employee recognition. Recognition is crucial for performance. Crosby supports the establishment of a non-financial award system to celebrate and recognise those who meet their goals or perform notable tasks

Step thirteen calls for the establishment of a quality council which will comprise the leaders of the work improvement teams and the quality specialists in the organisation. This quality council should be brought together on a routine basis, to make an assessment of the functioning of the quality program.

And lastly, for a quality program to work, Crosby believes that it should be continuous in the organisation. Once a typical quality program is completed in an year's time, the process should start over again with the marking of another zero defect day, with new work improvement teams. Hence, this should be an on-going process in the organisation.

In summary, the fourteen steps proposed by Crosby represent the building blocks in the creation of attitudes and controls in the organisation that he considers necessary for the production of a quality product or service. It is notable that these steps focus on two major areas. The first aims at affecting the human resources with training and increasing awareness of employees on the quality objectives set by the organisation. The second involves establishing organisational procedures and processes such as quality measurement techniques and quality councils.

This section on the theoretical backgrounds of quality management has identified the quality management approaches proposed by Deming, Juran, Ishikawa, and Crosby. It has examined the contributions of these scholars to the discipline of quality management. Figure 2.4 is constructed to provide a synopsis of their theories.

Figure 2.4 Theoretical Perceptions of Quality Compared	
Deming:	Quality is achieved by improvement of the process. A product or service possesses quality if it enjoys a good and sustainable market. Approach: Deming's fourteen points
Juran:	Quality consists of those features that meet the needs of the customers and thereby provides satisfaction to the customer. Hence quality is freedom from deficiencies and fitness for use. Approach: Quality planning, improvement and control
Ishikawa:	Quality is achieved through application of statistical control techniques where variations are reduced to minimise defects and maintain standards. Statistical tools solve 95 percent of the problems. Approach: Quality circles and the use of statistical tools
Crosby:	Quality is achieved when the workings of an organisation does not constitute mistakes and everything is done right the first time. Hence, quality is free. Approach: Crosby's fourteen points

These quality management theorists claim that application of such concepts and strategies to organisational systems has the potential for changing organisation structures, work procedures, work relationships and for improving employee

attitudes towards work and the organisation, as well as changing the organisation culture. Subsequently, academics and practitioners have pointed out that a new management paradigm had emerged with the application of TQM in organisations having a marked impact on changing the organisation culture.

Figure 2.5 Potential Impact of TQM on Features of the Organisation Culture

Organisational Culture Features	Traditional Western Paradigm	TQM Paradigm
Meaning and order of things	workers work, managers manage	shared responsibility and co-operation
Organisation structure	hierarchy, much emphasis on authority related to one's place in the structure	more flattened; less social distance between workers
Use of power with workers	coercion, 'do it because I'm the boss'	peer management, empowered
Decision-making	unilateral, autocratic, not always objective	consensus, group participation based on facts
Communications	top-down, vertical	multi-directional
Use of time, resources, and priorities minimised	not always related to overall goals, 'looking good' and other games are played	focused on goals, prevention is focus, 'games' are
Motivation concepts	individual is responsible for his/her well-being, 'carrots' and threat are used simultaneously, goals of individuals not always those of the organisation	group orientation, self - directed teams, 'ownership' by all levels in the goals of the organisation
Control	external to individual	internalised

Source: Glover, J., 1992, 'Achieving the organisational change necessary for successful TQM: cases from the service sector', in Total Quality Management Institute, 1992. *Third National Conference Proceedings Hobart 10-12 May 1992*, Total Quality Management Institute, The Conference, Hobart:89.

For example, Glover (1992), has theorised several distinctive features in the organisational culture that may be transformed with the application of TQM. Figure 2.5 is drawn up from Glover's paper to the Third National Conference convened by the Total Quality Management Institute of Australia (now the Australian Quality

Council). The 'TQM Paradigm' suggested by Glover, portrayed the development of a shared sense of responsibility by increasing use of teams and a more flattened organisational structure. The use of statistical tools, in the context of teams, to solve work-related problems is seen as a means of focusing decisions to be made on facts and through participation of all employees. The systematic problem solving techniques used are seen to maximise use of time and resources.

The nature of the organisational and human resource changes that may be evident with the implementation of TQM is highlighted in several cases from the public and private sector organisations reviewed in the next section.

Quality management in practice: cases from private sector organisations

Comprehensive reviews of quality management practices generally in the private sector of developed countries have been provided in several publications.⁷ A review of selected studies on private sector organisations here will provide an overview of how such programs have worked in practice. While commercial confidentiality limits the publicly available studies, seven have been identified which may serve this purpose. Two are from the USA, three are from Australia and one from a company based in the former British colony of Hong Kong. It must be pointed out that these studies are not representative of the situation in private sector organisations in the respective countries selected, and are not intended to be so. However, these studies may provide a general framework on the organisational impact of quality management in a selection of private sector organisations. Hence,

⁷ For an overall account of quality management initiatives in the USA, see C. Green, 1995. *The Quality Imperative: a Business Week guide*, McGraw-Hill, New York. The status of quality initiatives in Australia was reviewed by the Australian Quality Council in *The Australian Financial Review*, 4 December 1997:41-47.

the following section will review these studies.

The first study selected from the USA is titled 'Quality Lessons From America's Baldrige Winners' and outlines the lessons that emerged from a study of the 'most quality-conscious' firms in the USA (Hodgetts, 1994). The second is also from the USA and is based on the experiences of ten small businesses (Shea and Gobeli, 1995).

The study by Hodgetts is significant in two ways. First, it included companies massive in size and 'well-known' internationally such as IBM, American Express, AT&T, Motorola, Ritz-Carlton, Xerox and Cadillac, and also 'lesser-known' companies compared to those already mentioned. Second, all of these firms had won the 'Malcom Baldrige Award'⁸ for quality and excellence, which makes them highly appropriate in terms of learning the managerial practices adopted by them.

In Hodgett's study, data was gathered by on-sight visits, telephone interviews and through secondary sources. Hodgetts summarised five main points which had provided these firms with a 'quality edge'.

1. Total quality begins at the top and must be carried out with a well-developed plan;
2. The most important person in the entire TQM process is the customer;
3. Training, empowerment and rewards are critical in preparing employees to meet the TQM challenge;
4. Tools and techniques such as statistical process control methods and benchmarking are important;
5. Total quality is a continuing challenge (Hodgetts, 1994:78).

⁸ The Malcom Baldrige Award was started in 1987 and remains the most prestigious of awards in the USA. The award was established by the US Congress 'to raise awareness about quality management and to recognise US companies that have successful quality management systems' (ASQ, 1998:1). Detailed information is available in the US National Institute of Standards and Technology 'website' (NIST, 1998, 'National quality program', <<http://www.quality.nist.gov>>, 10 December 1998).

Hodgetts's study showed that attending to the needs of the customers and improving continuously the products based on customer needs and requirements were the key concepts evident in these firms. Equally important was the focus on employees, training them in problem solving techniques and motivating them towards meeting organisational objectives.

In contrast, the study by Shea and Gobeli comprised ten small businesses in the USA, with all except one consisting of less than 50 employees. The selection of firms ranged from manufacturing and service organisations, to non-profit organisations, in the Willamette Valley in Oregon. Data obtained were based on personal interviews conducted at the sites. Half of the interviews were conducted with the president or general manager of these companies and half, with the employees. In addition, the research also included a survey questionnaire which was distributed among the employees in the ten small businesses (Shea and Gobeli, 1995:72).

The findings of the study attempted to answer four questions: why small business owners and managers adopted TQM; what principles, procedures and tools were used most often; what benefits were derived from using TQM; and how it was implemented. The most stated reason for using TQM in these businesses was the promotion of growth and expansion of business. Employee responses regarding the TQM principles, procedures and tools, the extent of their use and the benefits accrued are reproduced in Table 2.1.

The ratings in Table 2.1 were on a scale 1 to 5, as rated by the employees. The three principles of TQM that guided improvement efforts in these ten businesses

were customer orientation, empowerment⁹ of employees and continuous improvement. The extent to which these principles were used and the benefits accrued from these three principles were rated four points or higher. With regard to the principle of customer orientation, the practice of surveying the customers was most widely used. While within the principles of employee empowerment, employee teams and brainstorming techniques were used. Benchmarking and the use of flowcharts were the most frequently used tools for continuous improvement. The techniques of statistical process control and structured problem solving were rated lower, revealing potential difficulties in using statistical concepts in smaller firms.

Table 2.1 Average Rating of TQM Principles, Procedures and Tools

Principle/procedure/tool	Extent used	Benefit
Customer orientation	4.2	4.5
• Customer surveys	4.4	3.4
Empowerment of employees	4.7	4.9
• employee teams	4.7	4.7
• brainstorming	3.2	3.6
Continuous improvement	4.0	4.6
• benchmarking	3.2	3.6
• data-driven actions	2.4	3.8
• flow charts	3.0	3.0
• statistical process control	2.5	2.1
• structured problem solving	2.0	2.3

Source: Shea and Gobeli, 1995. 'TQM: the experiences of ten small businesses', *Business Horizons*, January-February:73.

The Shea and Gobeli study also showed that customer orientation was considered

⁹ The word 'empowerment' has been extensively used in the contexts of the private and public sector organisations. 'Empowerment is about achieving organisational goals: it means getting everyone involved in making a success of the business' (Johnson and Redmond, 1998:3). In this context, the application of teams is being regarded by Shea and Gobeli as a mode of empowering employees.

the most important principle, complemented by an attempt towards continuously improving the work processes. The focus on employees again seems to be equally important with empowerment of employees through teams rating highly.

Studies done in the context of private sector companies in Australia selected for this discussion were: a study of quality management and productivity in three medium sized firms (Fisher, 1990); a case study of a large manufacturing and merchandising company based in western Sydney (Fisher and Davis, 1992); and a study that attempted to gauge the perceptions of chief executives in 49 companies in Australia (Fisher, 1993).

The study of quality management and productivity in three medium sized Australian firms was conducted with the objective of identifying the productivity improvements and profitability changes achieved with the implementation of quality management. To obtain data for the study, interviews were held with Operations and/or Quality managers of these three companies (Fisher, 1990:114). This study suggested that a direct improvement in company performance was not attributable to quality management. However, this study also implied that quality management programs do provide a useful mechanism for team building in organisations by strengthening the common goals of the organisation and through the establishment of groups that increase employee participation in the decision making process and reduce the hierarchical structures in organisations (Fisher, 1990:125). In this regard, Fisher argued that total quality management may prove to be a useful 'supplement' to the principles of management by objectives (MBO) as the hierarchical structures reinforced under MBO through regular performance reviews between employees and their immediate supervisors, may be replaced by the notions of work improvement teams (Fisher, 1990:125).

The case study of a large manufacturing and merchandising company in western Sydney was conducted with the objective of investigating the impact of the Deming's approach to quality management on the employees and the organisation itself, primarily focusing on the effects on 'the working procedures and attitudes of the employees' (Fisher and Davis, 1992:129). A standard questionnaire was utilised and interviews were conducted with around 25 percent of the employees in the plant. The authors pointed out that the respondents had spent an average of 13 years in the company and with an average of six years in the same jobs, and that this made them potentially useful observers of organisational and human resource changes in the company.

The findings of this study are summarised as follows:

1. A large minority, 24 percent, felt that they were not getting enough training;
2. Almost half the employees, 47 percent, have not been involved in groups activities. 74 percent would like to be involved;
3. Those who were involved had a strong conviction that they were gaining something personally, and in the meantime doing something useful for the organisation;
4. A clear majority, 89 percent stated that group activities had improved things in the company;
5. Most respondents rated immediate supervisors highly regarding cooperation and leadership, and few had concerns about making suggestions;
6. Interdepartmental cooperation was either fair or poor;
7. Most employees, 67 percent, stated that their jobs were easier, more challenging (67 percent), and more varied (66 percent);
8. Most were involved in the planning of their work at least part time (90 percent);
9. Job responsibilities were clear, only 10 percent expressing doubts;
10. Work satisfaction was expressed by 86 percent;
11. Some of the respondents, 38 percent, still felt that they were not getting

sufficient information about what was going on in the company (Fisher and Davis, 1992:132).

Although this study showed that in the case of this company, significant improvements have been achieved in terms of employee involvement, participation and job satisfaction, Fisher and Davis alluded to the need for continued commitment towards improving performance and productivity, which was essentially the first of Deming's 14 points (Fisher and Davis, 1992:133).

While the first study in the context of the Australian case suggested that there was no direct improvement in company performance with the implementation of quality management, the author had pointed out that the concepts and techniques of total quality management represented potential mechanisms for improving employee participation and involvement in the decision making process. The second study detailed the impact total quality management concepts may have on work and employees in the context of a specific organisation.

By contrast a much broader study which focused on the perceptions of chief executive officers (CEOs) of 49 different companies in Australia, revealed the effects on both productivity and work. The objective of this study was mainly to obtain the viewpoints of those with the responsibility of running the companies, with regard to their expectation of the TQM processes, their perceptions on costs and benefits, and to observe the effects on the CEOs. A survey questionnaire was used to obtain data.

Out of the 49 companies selected, almost half (46 percent) had TQM programs for two to three years, while 13 percent had been using TQM for six years. The nature of the TQM strategy adopted varied with the size of the company. It was found that 88 percent of the smaller companies (up to 100 employees) had adopted 'standard'

TQM approaches, mostly Deming's continuous improvement principles; while larger companies with more than 500 employees had adopted their own versions of TQM. The reason suggested by the author was that the smaller companies tended to use consultants who adopted 'standard' TQM approaches, while larger companies with much greater resources had the capability to develop their own versions of TQM programs (Fisher, 1993:186).

This study also showed that the reported benefits were 'identical' with those of the expectations of the chief executive officers (Fisher, 1993:188). Of the reported benefits, 'reduced waste', 'improved productivity', and 'improved employee morale' occurred sooner than expected. While the benefit of 'fewer manufacturing defects' took longer than expected to achieve (Fisher, 1993:188). For the purpose of this study of the potential impacts of quality management, the expectations for a change in 'culture' through benefits accrued within public service organisations, it is noteworthy that improved morale, teamwork, communication and employee involvement far outweighed other aspects such as improved productivity and increased competitiveness (Fisher, 1993:190).

This study also showed that the perceptions of chief executive officers in small to larger companies in Australia reflected positive benefits achieved in terms of improving employee involvement and employee morale with consequent positive effects on the organisational culture. This group also reported reduced waste and overall financial gains as more tangible benefits of TQM.

While the studies by Fisher in the context of private sector organisations in Australia showed that work satisfaction, improved employee involvement and morale had been achieved with the implementation of TQM, the study on selected organisations

in Hong Kong, revealed that TQM does not improve all aspects of employee satisfaction.

This study was a survey of 462 front-line supervisors from eight diverse organisations, all based in Hong Kong. Like the study by Fisher on the perceptions of chief executive officers of 49 companies in Australia, this study focused on the perceptions of front-line supervisors in charge of production, and sales processes in the companies. The survey was based on a questionnaire that incorporated Smith, Kendall and Hulin's Job Descriptive Index (1969) to measure satisfaction with five aspects of the job: work; supervision; pay; promotion; and co-workers (Lam, 1995:98).

In this study, almost all respondents stated that the most important objective of the TQM program was to satisfy customers (Lam, 1995:98). With regard to the five aspects of job satisfaction, the study showed that after the introduction of TQM, the respondents were less satisfied with the aspect of work itself, especially as there had been no improvement in pay and promotion prospects (Lam, 1995:98). The respondents, however, felt that TQM had improved job satisfaction in the two areas of supervision and co-workers (Lam, 1995:98). The majority of the respondents also felt that TQM had brought about increased skill and accuracy on the job. Furthermore, the respondents felt that TQM had increased their responsibility for results, and increased knowledge of supervision on the jobs. In addition, the majority of the respondents reported improved relationships with their fellow workers. With regard to the perceptions of 'front-line' managers with respect to the effects of TQM on their jobs, 66.8 percent stated that work load had increased.

Lam's study provided a useful analysis of the impact of TQM on aspects of job satisfaction, and the actual impact on jobs. As with Fisher's studies, the more

positive impact was reported in terms of work place relations, with respondents seeing little actual change in the work done. So while skills and knowledge on the job were seen to have improved, greater levels of satisfaction with fellow workers and with the tasks of supervision itself was the predominant finding.

The general findings from the six studies are summarised in Table 2.2. The table depicts the concepts and techniques of quality management used in these different private sector organisations, and the effects of quality management at the organisational level. For the purpose of discussion, the effects of quality management have been classified under 'tangible' and 'intangible' effects. The 'tangible' effects indicate the quantifiable outcomes after the implementation of quality management such as fewer defects and increased profits, while the 'intangible' effects denote the perceptions of employees after the implementation of TQM. What is relevant for this thesis are the views and perceptions of employees on human resources and the organisation with the implementation of TQM. As this thesis will attempt to show through the Malaysian case, it is the increase in awareness and the change in perceptions of employees after implementing TQM that is significant in the case of development bureaucracies.

Having reviewed the effects of quality management in private organisations, this chapter will continue with a review of selected studies available in the context of public organisations to identify the potential affects of quality management in public organisations. However, to set the context of the discussion on public organisations, the chapter will first outline the concerns that have been raised by academics on implementing quality management in public organisations.

Table 2.2 Summary of Studies Reviewed on the Impact of Quality Management in Private Sector Organisations

Author / Date	Concepts/techniques	'Tangible' effects	'Intangible' effects
Hodgetts (1994)	well-developed / ongoing plan: most important is the customer: empowering and rewarding employees	-	-
Shea and Gobeli (1995)	customers: employee empowerment: continuous improvement	-	-
Fisher (1990)	-	no direct link to productivity	useful in creating teambuilding: reducing hierarchical structures.
Fisher and Davis (1992)	-	-	high group involvement: jobs easier: jobs more challenging and varied: job responsibilities clear: improved work satisfaction: not enough training: relation between departments poor
Fisher (1993)	-	fewer defects in manufacturing: reduced waste: reduced error rates: improved safety levels: improved productivity: reduced total operating cost:	improved employee morale: improved morale of management: expectations of culture change high in terms of employee morale, teamwork
and involvement		increased profits	employee
Lam (1995)	-	-	less satisfied with work: no impact on pay and promotion: improved satisfaction with supervision and co-workers: increased work load: increased skill and accuracy on job: increased knowledge of supervision

Impacts and implications for public service organisations

This section will focus first on the issues raised by various academics and practitioners about the applicability of quality management concepts in public service organisations, and second, discuss the potential impacts of TQM on public service organisations and its implications for developing countries.

Applicability in the public service

Although several studies have highlighted the successful application of quality management concepts in private sector organisations (Fisher and Davis, 1992; Fisher, 1993; Grant et al., 1994; Green, 1994; Shea and Gobeli, 1995), various academics have expressed concern with regard to the applicability of quality management concepts in public organisations. These concerns are rooted mainly in the inherent differences between public and private sector organisations and have converged on two organisational aspects (Walsh, 1991; Swiss, 1992; Ingraham and Romzek, 1994; Posner and Rothstein, 1994; Rago, 1994; Morgan and Murgatroyd, 1994; Ingraham, 1995). These aspects are:

1. Differences between public and private organisations reflected in their very nature; and
2. Problem of defining the customer in public organisations.

Many theorists have argued that there are basic differences between the public and private sectors which are reflected in the nature of public organisations and their social and political contexts (Allison, 1979; Chandler, 1991; Farnham and Horton, 1993; Rainey et al., 1976). Rainey, Backoff and Levine, for instance, in an extensive analysis of the literature on the nature of public and private organisations

and their differences, theorised that environmental factors, and the internal structures and processes of public organisations distinguish public from private sector organisations (Rainey et al., 1976:235). The environmental factors comprise the degree of market exposure and legal and political constraints. In addition, organisational interaction in the environment also differentiates public organisations with regard to their coerciveness, breadth of impact, and public scrutiny, as well as uniqueness of public expectations with regard to public sector organisations. According to Rainey et al., this environment is reflected in the internal structures and processes of public organisations through the complexity of objectives in public organisations, the authority and role of the administrator, and non-market measures of organisational performance. Other distinguishing features of public organisations when compared to private organisations are the employment practices such as job security, incentive structures and personal characteristics of employees (Rainey et al., 1976:237).

The differences between public and private sector organisations have more recently been outlined by Chandler as follows:

1. Private sector organisations are not publicly accountable and, therefore, not subject to as many legal and political constraints as are faced by the public sector.
2. Private businesses have tangible, clearly defined goals that are entailed by the need to make a profit. Public organisations have less tangible and at times conflicting goals which will often involve ethical values that cannot be easily measured.
3. Public organisations tend to be monopolies that can ensure participation and compliance from the public through coercion (Chandler, 1991:386).

The general point here is that public sector organisations are characterised by a host of constraints, political, legal and judicial, as well as their accountability to the general public. However, due to increasing public regulations to manage and regulate private sector activity in the social, environmental and moral spheres of

society, private sector organisations too are being exposed, to a great extent, to many of the restrictions under which public sector organisations operate. A number of authors have pointed to this change in the operating contexts of private sector organisations, in the sense that private organisations are facing social and moral responsibilities more than ever before and have subsequently become more conscious of the customer as a citizen (Farnham and Horton, 1993:33; Chandler, 1991:389). Chandler concludes that,

... private businesses are as likely as public organisations to engage in activities that require a thorough understanding of the social, political and moral environment in which they operate, and that the study of management and business is no more a precise scientific wholly quantifiable study than public administration (Chandler, 1991:389).

The other side of this convergence is that public organisations are increasingly confronted with private sector managerial concepts and practices. The emergence of the New Public Management (NPM) initiative during the Reagan and Thatcher years in the USA and Britain points towards such a case. Such a convergence could also be witnessed through an examination of the general managerial functions of both public and private organisations. The increasing similarities and goals of public and private organisations in the areas of increasing efficiency, reducing costs and delivering quality services have prompted public organisations to adopt managerial principles hitherto applied in private sector organisations. So in the adoption of the 'new managerialism' or the 'new public management' a convergence of private sector and public sector managerial practices may be identified, with public sector organisations seen as increasingly adopting private sector managerial practices with 'the language and practices of business increasingly becoming common to the public sector' (Farnham and Horton, 1993:51). This topic will be discussed in detail in Chapter Three.

These insights may be further tested by a consideration of the role of the public as against private sector organisations of that most well-known set of managerial functions identified in the acronym POSDCORB, coined by Gulick and Urwick in 1937, entailing the functions of planning, organising, staffing, directing, coordinating, reporting and budgeting (cited in Allison, 1979:459). One academic who has written extensively on the new public management points out that it is interesting to note that these managerial functions were in fact first identified by Gulick and Urwick in the context of the public sector (Pollitt, 1990:4).

Table 2.3	Functions of General Management
	<div data-bbox="266 840 1064 1056"><ul style="list-style-type: none">1. Establishing objectives and priorities for the organisation3. Organising and staffing4. Directing personnel and personnel management system5. Controlling performance6. Dealing with 'external' units of the organisation7. Dealing with independent organisations</div> <div data-bbox="180 1121 1281 1272"><p>Source: Allison, G.T.,1979. 'Public and private management: are they fundamentally alike in all unimportant respects?', in J. Perry and K. Kraemer (eds), <i>Public Management: public and private perspectives</i>, Mayfield Publishing, Palo Alto:461.</p></div>

Allison provided a more contemporary summary of the functions of general management reproduced here in Table 2.3. Here the point is that these functions are clearly identifiable in both the public and private sector organisations as essential to the proper discharge of the responsibilities of management.

The functions of general management identified in Table 2.3, takes up the central elements of the management function described by Gulick and Urwick, namely planning, organising, staffing and directing. The contemporary formulation however takes the managerial function of control further to include performance, and more broadly dealing with external organisations. These may be agencies from other

branches of government and outside organisations but also include the press and the public, whose consent and agreement is required in a customer driven world.

The purpose of this outline of the functions of general management has been to highlight the parallels with respect to the managerial functions in public and private sector organisations. It is this growing similarity which has justified the increasing utilisation of private sector managerial strategies in public organisations. With the corresponding resemblance in the managerial functions between public and private sector organisations, a strong argument exists as to the application of quality management concepts in public organisations.

Hence, several commentators have stressed that it would be a mistake to assume that quality management applications could not be integrated into public organisations (Morgan and Murgatroyd, 1994:58; Rago, 1994:64; Zayed, 1994:259). Here the argument is that since TQM applications have successfully been applied in service organisations in the private sector, they may also be relevant in publicly owned service providers. Some observers take this further in asserting that there are no absolute distinctions between manufacturing and service sector organisations, as there can be service components in manufacturing organisations and vice versa (Morgan and Murgatroyd, 1994:58). The implication is that quality management has the potential to span all organisational settings both commercial and public, manufacturing and service or any combination of them (Morgan and Murgatroyd, 1994:58).

Various experiences of public sector organisations furthermore reveal that particular practices associated with quality management concepts are applicable. As in the private sector, significant gains have also been reported with the adoption of quality

management concepts in public sector organisations. These are detailed in the following section.

Impacts on public service organisations and implications for development bureaucracies

The previous section argued that quality management concepts are highly relevant and applicable in public service organisations because of the increasing similarity of managerial functions in public and private sector organisations. Not only are private sector organisations now exposed to similar legal, political and environmental contexts, but public sector organisations have been increasingly subject to the kinds of constraints more traditionally associated with the private sector. If these arguments are accepted, then it may be further assumed that public service organisations may reap the same benefits as private sector organisations in the application of quality management concepts and techniques.

Although the extent and scope of application may be different in public service organisations, several studies on quality management in public service organisations point to the potential benefits that may be accrued with the implementation of quality management programs.

Exploratory studies on the application of quality management in public service organisations in North America and Britain could be identified from studies by Morgan and Murgatroyd (1994), and Offner (1993). Morgan and Murgatroyd examined the application of TQM concepts and practices in the public sector of the USA, Britain and Canada through a survey of the health, education and social services sectors in these countries. In Britain, the health sector had adopted a formal policy of quality with TQM as the main thrust of the policy being advocated. In the USA and Canada, policies pertaining to TQM have been developing fast in

the health sector. The concepts and techniques of TQM as applied in the health sectors were customer audits, development of clear service standards, and process improvement techniques (Morgan and Murgatroyd, 1994:78).

Morgan and Murgatroyd identified a similar approach in the education sector. It was found that tertiary level educational institutions in North America and Britain were ahead of the primary and secondary schools in the implementation of total quality management. While in the area of social services, TQM was not seen to be a major force, although quality assurance, program evaluation and auditing of services were widely practiced (Morgan and Murgatroyd, 1994:80).

A study that is narrower in scope than that done by Morgan and Murgatroyd, on the application of TQM in the USA, Britain and Canada was conducted by Offner (1993). He too reported that significant gains in quality and productivity had been achieved through the implementation of quality management practices in a wide range of government agencies in the public services of these countries (Offner, 1993:2).

At the organisational level, several studies point to the impacts of quality management in public organisations (James, 1997; McDaniel, 1997; Park, 1997; O'Donnell, 1996; McGowan, 1995; Redman et al., 1995; Zayed, 1994). Although these studies have been done in the context of developed countries, they are of relevance to this thesis as they focus on analysing the organisational effects of TQM in public organisations. A discussion of the outcomes of these studies is presented not to provide a comparative perspective of quality management in these countries, but to provide a contextual background for analysing the case study of the Malaysian public service organisation selected for this research (Chapter Six). These studies have been chosen because these were conducted mainly using

interviews and questionnaires to gauge the perceptions of the employees, and hence coincide with the approach used in this thesis.

A study by James (1997) explored the questions related to 'the extent to which employee outcomes will be affected by TQM institutionalisation', and 'how the various components of TQM affect employee perceptions of job characteristics and attitudes towards job and the organisation (James, 1997:80-81). The study area chosen was the city of Madison, Wisconsin, USA. Four agencies among the 44 agencies in the city of Madison were selected and survey questionnaires distributed to all employees in these four agencies. A total of 424 surveys were received (James, 1997:101-103).

The results of this study showed that employee involvement in team activities were associated with positive employee outcomes. The study conformed to the literature on the potential effects of participation, which were 'job satisfaction, future concerns, role ambiguity, skill variety, and co-worker social support' (James, 1997:224-225). Quality teams were still being used in the City of Madison after a period of 12 years, which showed that TQM teams have been less susceptible to the destructive forces identified by some scholars such as cynicism of employees regarding team activity which eventually leads to the decline of team activity (Lawler and Mohrman, 1985:67). This study also showed that a managerial style that expressed consideration for both employees and tasks performed in the organisation was linked with 'a higher quality of work life, greater employee control, increased task clarity, and reduced job demands' (James, 1997:226).

Another study by McDaniel (1997), concentrated on TQM implementation efforts in capital city governments in the USA. The research focused on the extent of TQM implementation and the relationship between TQM maturity status and the

leadership's perceptions of TQM's effectiveness, organisational barriers and TQM scope activity. TQM scope activity included 'leadership commitment activities, employee training activities, strategic planning, measurement activities, employee empowerment activities, and customer focus activities' (McDaniel, 1997:13-14).

The research methodology was based on a survey of 50 state capital city governments, and the leading city administrator, the 'mayor, or manager, or assistant mayor, or assistant manager' was requested to respond to the surveys (McDaniel, 1997:89-91). A total of 42 cities responded out of 50 with a response rate of 84 percent (McDaniel, 1997:100). The data analysed were based on the perceptions of the respondents to the surveys.

The findings from this study are summarised as follows:

1. Capital city managers did not appear to relate the increase or decrease in the effectiveness of city services to the development or lack of development of a TQM program in that city;
2. A concentrated effort should be placed on overcoming barriers to employee empowerment. Employee empowerment barrier was significant in negatively impacting the development of TQM maturity status;
3. The size of a city's staff or its population neither positively or negatively impacted the development of TQM in cities;
4. The greatest impact on the development of TQM can be obtained by focusing the majority of city resources and leadership energy on increasing TQM-related activities which support leadership commitment, strategic planning, and customer focus;
5. Three factors proved significantly related to TQM maturity status ... these were leadership commitment activities, strategic planning, and customer focus;
6. The strongest relationship was between leadership commitment activities and TQM maturity status. When city leaders perceived that more leadership activities were initiated in support of TQM, they also perceived a high level of this program's implementation within their cities (McDaniel, 1997:112-142).

Hence, the study by James showed that positive outcomes were reported through employee involvement, and the study by McDaniel showed that TQM maturity status

was directly related to leadership, planning and customer focus. In addition, McDaniel's study pointed to the significance of empowerment through employee involvement.

Another study, by Park (1997), attempted to assess the 'overall perception of TQM operation in the public sector' and the critical success and failure factors associated with TQM in public organisations. The effects of size and organisational characteristics such as state, federal or military organisations were also analysed (Park, 1997:15).

To obtain data Park used a structured questionnaire, which was mailed to 342 randomly selected public organisations which comprised federal, state and military organisations in the USA. Out of a total of 700 questionnaires sent out, 170 responded, with 155 useable questionnaires utilised in the data analysis, which was a response rate of 22 percent (Park, 1997:164-165).

A summary of the findings from Park's study were as follows:

1. The same principles used in the private sector can also be utilised to achieve successful TQM operation in public organisations. Thus regardless of organisational characteristics, the same TQM principles and factors may be applied to both private and public organisations;
2. Human resource management and development are regarded as the most critical elements in managing organisations regardless of organisational type (federal, state or military);
3. The main purpose of TQM operation in the public sector is to achieve organisational performance improvement like providing better public services and seeking efficiency and effectiveness;
4. Each type of organisation seems to have different critical success factors for TQM operation. In the federal government organisations, these were top-management involvement, utilisation of information systems, and human resource development. For state government organisations, top management involvement, information systems, TQM tools and techniques, HR development, training, and employee participation and involvement were

seen as essential. For military organisations, customer focus, HR development, and employee participation and involvement were important;

5. In terms of failure factors, most respondents suggested institutional barriers and fragmented HR development as the most critical (Park, 1997:221-223).

Redman, Mathews, Wilkinson and Snape (1995) have attempted to determine the impacts of quality management at the organisational level in Britain. A postal survey questionnaire was used which was mailed to 4000 managers who were members of the Institute of Management. A total of 595 questionnaires were returned with 394 from the private sector and 201 from the public sector (Redman et al., 1995:24).

The results of this survey indicated that 'quality management efforts appear to be widespread' with 52 percent of the public organisations having introduced a quality management campaign in the past five years (Redman et al., 1995:25). The approaches most often used in the public organisations included 'mission statements', 'customer satisfaction surveys', 'quality awareness training', 'customer needs survey', 'customer care training', 'quality improvement projects', and 'quality steering groups and quality circles' (Redman et al., 1995:25).

The findings of this study also showed that, the most impressive achievements of quality management were 'quality awareness' with half the respondents seeing a major improvement in raising the awareness of employees (Redman et al., 1995:27). The other achievements, in order of the extent of the impact were seen as: customer satisfaction; teamwork; customer complaints; cost efficiency; productivity; safety; employee morale; scrap/defect levels; sales; profitability; absenteeism; labour turnover (Redman et al., 1995:27).

Although several impacts of quality management were noted, the researchers point to the fact that in their survey, private sector managers rated the success of quality

management in their organisations higher than public managers. In addition, comments received by some public sector managers point to the scepticism of some senior managers toward the implementation of quality management and the fear of total quality management adding another 'level of bureaucracy' in the organisation (Redman et al., 1995:26).

Another study that sheds light on the organisational impact of quality management in the context of public organisation is the study by O'Donnell (1996). He examined the attempts to introduce a quality customer service culture within the Department of Industrial Relations, Education, Training and Further Education, in the State of New South Wales. In particular this study looked at one of the agencies within the department, Buildcorp. Data for this study was gathered through 'semi-structured' interviews with employees and through an analysis of documentations.

This study revealed that a customer service culture failed to materialise in Buildcorp because it conflicted with workplace management practices, which stressed reducing the workforce and restructuring with little consultation with the staff. Although the workers who participated in team activity stated that they received considerable satisfaction from participating in team work, the study showed that working relationships within the organisation failed to improve. There was a lack of trust with the management's 'downsizing' agenda over-riding any positive perceptions by employees of the quality program. In fact total quality management teams led to increased conflicts within the teams themselves and between other workers. A specific source of this conflict identified by the researcher included the 'length of time required to develop and process team recommendations', which were a direct result of the ignorance and unfamiliarity of some of the team members with some of the regulations at Buildcorp. This led to a lack of involvement by these

team members which left only one or two members the task of actually writing up the teams recommendations (O'Donnell, 1996:251).

O'Donnell summarised his findings with the following comments:

1. Total quality management's promotion of a quality customer service culture represents more rhetoric for public sector workers whose jobs are under constant threat of privatisation, and where management's focus is on rationalisation and cost minimisation;
2. Workplace management's response to TQM team recommendations may increase the level of tension and conflict between different levels of the management hierarchy;
3. Rather than generating a culture of 'internal customer service', or improved co-operation between functional areas of an organisation, TQM teams led to increased conflict between team members and other workers;
4. Support of senior management for teams declined significantly when the teams were unable to demonstrate measurable improvements in productivity (O'Donnell, 1996:259).

This study concluded that 'cultural change through quality customer service and staff involvement through total quality management teams may represent nothing more than an ephemeral management fad' (O'Donnell, 1996:259).

The findings by O'Donnell also align closely with the findings of a study done by McGowan (1995) on a public and private sector agency in the USA. In this study he has concluded that the overall lessons to be drawn are that total quality management has been unsuccessful in some organisations because it has been misunderstood, misapplied or both, and that total quality management faces difficulties where it is imposed on existing management systems and structures because it challenges conventional management techniques (McGowan, 1995:330).

The last study, reviewed for this discussion, on the implementation of TQM in public sector organisations is a dissertation by Zayed (1994), on a comparative study of TQM implementation in three health care organisations in the USA. Participants of the study were 'key players' in each of these organisations responsible for implementing TQM in their respective organisations. The methodology included two surveys and interviews. The first survey was a 'general survey' which was exploratory in nature. The second was a 'process improvement team survey' which was more focused and attempted to assess the impressions of those involved in team activity. The interviews were carried out with managers, employees, and other consultants involved in TQM implementation in the three respective organisations. All those surveyed or interviewed participated on a voluntary basis. In total 13 interviews were completed, while seven responses were received from 'general surveys' and six from the 'process improvement teams surveys'. Zayed, through the data obtained, compiled what he called the 'quality stories' of each organisation, for a comparative analysis of the three organisations.

His findings were as follows:

1. Involvement of top leadership of any organisation is the most critical factor in deciding the fate of a TQM program;
2. All three organisations expressed their belief in TQM as a different way of bringing about organisational change;
3. The experience of these three organisations indicate that most of them prefer to start with smaller pilot projects and then let the process grow;
4. Public organisations are more challenged when it comes to adopting TQM initiatives (Zayed, 1994:198-201).

The lessons drawn from Zayed's study were as follows:

1. For any TQM effort to succeed, top management should be involved and committed;
2. Customers should be at the centre of any TQM effort;

3. For TQM to succeed, a commitment of financial and human resources is required;
4. Having a solid plan is critical for the success of TQM;
5. For TQM processes to work, they need to be flexible;
6. In spite of the differences between the two sectors (public and private), public organisations will benefit from implementing TQM;
7. TQM could be implemented successfully in the public sector as it has been in the private sector (Zayed, 1994:246-260).

Several factors determining the impact of quality management could be drawn from these studies. McGowan's study showed that total quality management cannot be imposed on existing management structures because it challenges conventional management techniques. This aligns closely with the findings of O'Donnell whose study revealed that the attempt to instil a customer service culture at 'Buildcorp' failed to materialise because the attempt conflicted with workplace management practices which focused on staff reduction. Moreover employee relations failed to improve because work improvement teams generated increased conflicts within teams and co-workers.

The research by Redman et al., however, showed that significant improvements were recorded in the area of customer satisfaction, cost efficiency, teamwork and employee morale although TQM added a layer of bureaucracy to the organisation. Positive findings were also reported by James on the effects of employee involvement. The study by McDaniel too supported the need for employee empowerment through employee involvement for the successful implementation of TQM in public organisations.

Two of the studies reviewed in this section also focused on the variables affecting TQM maturity status and critical success and failure factors. In this regard, the study by McDaniel showed that three factors were significantly related to TQM maturity

status. These he stated as leadership commitment activities, strategic planning, and customer focus. McDaniel's findings are supported by Park's research, as one of the critical success factors identified by Park included top management support. At the state level, Park reported that, apart from top management involvement, other critical success factors were information systems, TQM tools and techniques, human resource development, training, and employee participation and involvement. The study by Zayed, also found that involvement of top leadership was the most critical factor in the continued maintenance of a TQM program.

The organisational transformation and perceived changes brought about by quality management in public service organisations may be greater in development bureaucracies with distinctive features arising out of tradition, culture and colonial heritage. These may take the form of highly bureaucratic organisational structures emphasising authority and hierarchy, and 'red tape'. In addition, the concepts of customer orientation and teamwork may represent aspects that are rather 'alien' in traditional public service organisations, as in such societies the notion of asking the common person's views, in particular, employees' views on managerial decisions, or the idea of discussing things and making suggestions to the 'boss', may be constrained by the prevalent norms in such contexts. Hence, for public service organisations in such contexts, the application of quality management may imply the need for major organisational change, and affect a change in the organisation culture through changing the attitudes of employees that foster the application of these concepts.

Conclusions

This chapter has reviewed the writings of prominent theorists on quality management. Deming, Juran and Ishikawa represent the early writers while Crosby was chosen as a representative of a more contemporary scholar in the field of quality management.

The application of quality management approaches prescribed in the theoretical literature has been examined through a review of selected studies from the private sector. These studies showed that three concepts dominated the application of quality management. These were customer orientation, focus on employees, and an on-going process of continuously improving the organisation.

Studies reviewed from private sector organisations also revealed that certain tangible benefits such as fewer defects in manufacturing, reduced waste and error rates, reduced total operating costs and improved productivity were worth noting (Fisher, 1993). Several of the studies also disclosed some 'intangible' benefits. These included a higher group involvement, improved work satisfaction, clearer job responsibilities and more challenging, easier and varied jobs (Fisher and Davis, 1992). However, one study showed that the supervisors were less satisfied with their work due to the increased work-load involved in implementing TQM practices (Lam, 1995). Nevertheless Lam's study did show improved satisfaction with the task of supervision and with fellow workers, and increased skill and accuracy on the job. Hence, overall, several tangible and intangible benefits have been reported in the application of quality management in private sector organisations.

With regard to the application of quality management concepts in public service organisations, several academics have argued that because of the differences in

private and public sector organisations and due to the very nature of public service organisations, what is applicable in the private sector is not necessarily applicable in the public sector. This chapter however, has argued that similarities in the general managerial functions in both public and private sector organisations and the socio-political, legal and environmental contexts that private sector organisations are increasingly exposed to makes such an argument untenable. In addition, studies reviewed in the context of TQM application in the public sector has concluded that TQM concepts could be successfully applied in public organisations (Park, 1997:221; Zayed, 1994:259).

Thus, the chapter establishes as reasonable the assumption that the impacts and benefits accrued by private sector organisations in the application of quality management may be evident in public service organisations as well. Some of the benefits were pointed out in a review of some studies on public service organisations (James, 1997; McDaniel, 1997; Park, 1997; Redman et al., 1995; Zayed, 1994). But the research by McGowan (1995) revealed that quality management cannot be imposed on existing management structures, and the study by O'Donnell (1996) showed that quality management at 'Buildcorp', did not succeed because it conflicted with existing management practices. One of the main conclusions that may be drawn from some of these studies then is that the existing management structures in public service organisations may not be conducive to quality management practices. This is the case with private sector organisations as well, and this point is well articulated by Deming. Deming was initially concerned with the style of management in American industries and called for a total transformation of the organisation to reflect the importance of the customer and continuous improvement of processes to meet the needs of the customer. However, in the case of public organisations such a transformation may be more difficult to achieve given their long-standing traditions, rules and regulations. The situation

may be even more difficult in development bureaucracies with well-established colonial bureaucracies geared towards maintenance of the *status quo*.

The nature and extent of the impacts of quality management concepts in public service organisations will be examined through a case study of a public service organisation in Malaysia in Chapter Six of this thesis. However, to determine the conceptual background of quality management in the broader arena of public service reform, the next chapter will review some of the paradigms and practices that have emerged in the public service reform agenda of selected OECD and newly industrialised countries.

Chapter 3

PARADIGMS, PRACTICES AND QUALITY MANAGEMENT CONCEPTS IN PUBLIC SERVICE REFORM PROGRAMS

This chapter will discuss the application and salience of quality management concepts and practices in the public service reform agendas of selected industrialised countries. The main objective is to show how quality management with its roots in statistical process control is being increasingly adopted in public service management through programs that focus on making improvements based on the needs of users of public services or customers. Chapter Two highlighted the practice of quality management concepts at the organisational level in both private and public sector organisations and discussed the implications of quality management concepts for public service organisations. This chapter attempts to present the broader picture by reviewing public service reform programs at national levels to identify the salience of quality management concepts in public service reform programs.

The chapter will first briefly review the emerging paradigms and practices identified by theorists which underpin most public service reform programs to provide an understanding of the context of quality management in this broader theoretical framework. This is not an attempt to review the vast and growing literature on the subject of the New Public Management - a term academics have used to theorise and explain public service reform initiatives in developed countries over the past decade. The objective rather is merely to present an argument that quality management as a managerial discipline could be viewed as a major component of the New Public Management and therefore quality management concepts have salience in public service reform programs. The public service reform programs in the USA, Canada and Britain have been selected for the discussion in this chapter

merely to provide an overview of the application of quality management concepts within a public sector context in developed countries. The application of quality management initiatives in the British case will be discussed in greater detail with emphasis on the Citizen's Charter as the British public service was the first to adopt such a charter. There also seems to be a similarity in the Client's Charter adopted in the Malaysian public service with that of the British Charter because in principle the charter in both countries represent pledges made to service recipients of government departments. The use of the Charter has also been widespread in government departments of both countries. Hence discussions of the British Charter in this chapter will highlight some of the criticisms presented by academics.

This chapter will also show that key public service reform programs such as the National Performance Review and the subsequent establishment of Customer Service Standards in the USA, and the Citizen's Charter program in Britain have made a customer-orientation focus central to public service reform initiatives. The chapter will conclude with a brief overview of recent public service reform initiatives in the East Asian region to identify the gradual adoption of quality management concepts, especially in countries such as Singapore, and also to place in context the Malaysian case to be discussed in Chapter Five.

One important point that needs to be noted at this stage is that much of what is covered in this chapter relies on documents and reports from the respective governments of these countries, and also from other secondary sources. To this extent, what is covered in this chapter may be termed as government 'rhetoric'. This is justified because the objective of this chapter is not to undertake a critical assessment of public service reform programs in these countries. Rather it is to highlight the prevalence of quality management concepts in the public service reform agendas of these countries. Hence, the chapter will reflect in general on the

assimilation of quality management concepts in public service reform programs at the national levels, and in particular the emergence of the concept of 'client focused' service delivery as a major theme in most public service reform programs.

Managerial paradigms and practices underpinning public service reform initiatives in developed countries

The central managerial paradigms identified by various theorists that have influenced reform in the public service, specifically in the context of the Westminster model of governments, include the doctrine of 'managerialism' and the 'new public management' (Hood, 1991; Aucoin, 1990; Aucoin, 1995; Pollitt, 1990; Boston et al., 1991; Lovell, 1994; Farnham and Horton, 1993). The emergence of initiatives to improve the quality of services delivered is viewed by these theorists as an integral component of the 'new public management'. The resulting focus on improving existing organisations has brought to the forefront the application of 'total quality management' concepts in the public service with emphasis on concepts such as customer orientation and continuous process improvement. Hence, quality management may be seen as an integral component of the 'new public management'.

The essence of 'managerialism' lies in the assumption that there is a set of managerial principles and tools that could be applied to both public and private sector organisations (Boston et al., 1991:9). The 'managerialist' school of thought argues that modern complex organisations could be reformed to achieve organisational objectives through management structures and practices that 'debureaucratise' organisational systems (Aucoin, 1990:117). The 'managerialists' therefore advocate the asserting of 'managerial' principles over the bureaucracy for effective delivery of services.

One commentator, defines 'managerialism' as,

... a set of beliefs and practices at the core of which burns the seldom tested assumption that better management will provide an effective solvent of a wide range of economic and social ills (Pollitt, 1990:1).

Accordingly, 'managerialism' has come to be applied in the public sector for the same reasons it has been adopted in the private sector - a growing focus on results, performance and outcomes (Aucoin, 1995:9-10). It has also been viewed as a component of the public service policies adopted by right-wing governments, especially the Reagan and Thatcher administrations in the USA and Britain (Pollitt, 1990:48; Aucoin, 1995:8). Pollitt explained the logic of such policies in the following manner.

The Reagan and Thatcher administrations both came to power expounding the idea that government was too big, too expensive and too inhibiting of individual enterprise. The most obvious outcome of this belief would be cuts in government functions (Pollit, 1990:48).

Pollit furthermore stated that,

For the new right believers, better management provides a label under which private-sector disciplines can be introduced to the public services, political control can be strengthened, budgets trimmed, professional autonomy reduced, public service unions weakened and a quasi-competitive framework erected to flush out the 'natural' inefficiencies of bureaucracy (Pollit, 1990:49)

The end result of these policies has been a reform agenda, which one commentator calls, 'the de-Sir Humphrefying of the Westminster model' (Hood, 1990:205), and the introduction of the 'new public management'. The conflation of economic and political agendas by these consecutive governments can be confusing in unraveling the basis for the application of managerial principles in particular organisations. At

the macro level, however, reforms have largely been driven by governments' response to the global economic situation demanding more competitive national economies, and the continuous demands by the public for increased services (Aucoin, 1990:115; Ingraham, 1995:239).

One manifestation of such pragmatic thinking was in the form of selling nationalised industries to the private sector in Britain and, to a lesser extent, in the USA. With regard to core service sectors such as education and health, privatisation became increasingly difficult, although partial privatisation has occurred in these sectors too (Aucoin, 1990:48). Pollitt argued that, the only other option was better management of resources and people and improved productivity through financial restraint, and therefore emphasised that it is this aspect that makes managerialism different from administration (Aucoin, 1990:49). Hence, the economic component of 'managerialism' was reflected in the emergence of strict accountancy procedures, value for money programs, and the delegation of financial responsibility and accountability from central to regional and local bodies (Farnham and Horton, 1993:47). Another component of the 'managerialist' philosophy has been the introduction of mission statements, strategic plans and goal-oriented programs giving it a 'rationalistic' nature (Farnham and Horton, 1993:48).

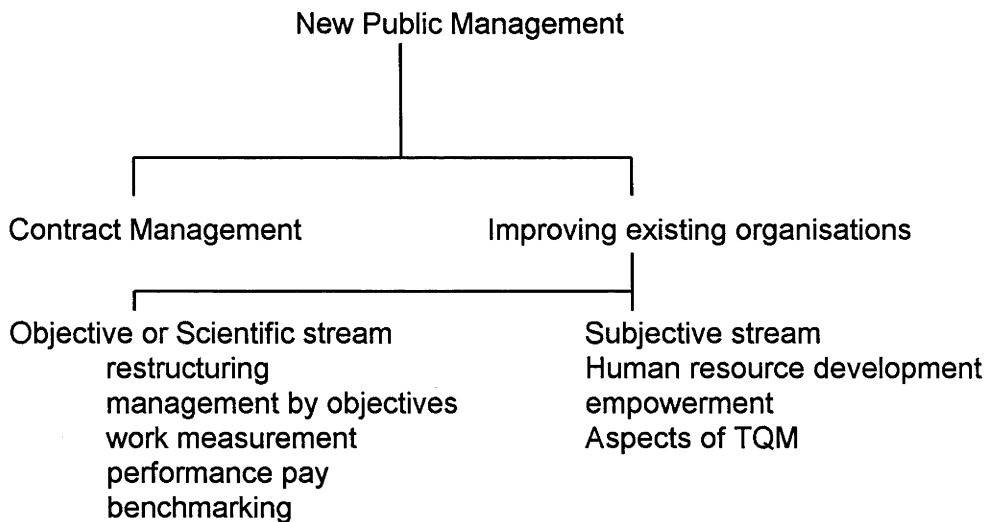
Subsequently, the managerial strategies that emerged have been related to 'neo-Taylorism', because the policies that were adopted in the public services of the USA and Britain under the Reagan and Thatcher administrations, have exhibited characteristics similar to theories propagated by Frederick Winslow Taylor (Pollitt, 1990:15). The imposition by these governments of performance indicators, performance review and merit pay reflects Taylor's central ideas on measuring work to control and reward work efforts (Pollitt, 1990:16).

During the past decade, there has been a convergence of these theories that has come to be termed as the 'new public management' (Boston, 1995; Farnham and Horton, 1993; Hood, 1991; Pollitt, 1990). The doctrine of the 'new public management' has also been referred to as the 'new managerialism' (Farnham and Horton, 1993:51).

The doctrinal components of the 'new public management' include standards and measures of performance, greater emphasis on output controls, greater competition and stress on private sector styles of management practices. The practices associated with the concepts of the 'new public management' have furthermore been categorised into two streams. The first is contract management and the second, the improvement of existing organisations and services (Lovell, 1994:9). Aspects of the 'new public management' are depicted in Figure 3.1.

Figure 3.1

Components of the New Public Management



Source: Lovell, R.,1994. *Managing Change in the New Public Sector*, Longman, Harlow:9.

Contract management refers to the practice of contracting out public services to the private sector.¹⁰ Advocates of this process of improving the existing organisations has seen it as a dual strategy approach which includes on one hand scientific or objective techniques such as work measurement and performance pay, and on the other, emphasis on developing the skills of human resources and the creation of an atmosphere of employee participation in the work place (Lovell, 1994:9).

In the rhetoric of managerialism these principles are perceived to have transformed the public sector to one that is increasingly governed by practices that empower citizens, emphasise participative management, and orient organisations to meet the needs of the customer. Such approaches place a closer focus on results in terms of efficiency, effectiveness and quality of service. They also demand that highly centralised hierarchical structures be replaced with decentralised management environments, with organisational performance being measured in terms of outputs, and greater emphasis on problem prevention (Osborne and Gaebler, 1992:120; OECD, 1996a:9-13). Furthermore, the schematic representation of the NPM in Figure 3.1 depicts the context of quality management concepts in the emerging paradigms that have influenced public service reform, by showing that aspects of TQM in theory fall under the 'subjective stream' of improving existing organisations.

A study conducted by the OECD in 1996 highlighted the issues and trends in public service reform in member countries. The study was conducted through a survey of member governments to determine the nature of public service reforms that have been 'introduced or significantly revised' during the period 1987 to 1992. The study

¹⁰ The case of New Zealand represents an example where state services have been contracted out in a myriad of areas. For a detailed account see J. Boston (ed.), 1995. *The State Under Contract*, Bridget Williams Books, Wellington. See also, J. Boston, J. Martin, J. Pallot, and P. Walsh, 1996. *Public Management: the New Zealand model*, Oxford University Press, Auckland.

showed that the most frequently reported programs initiated or significantly amended were the reforms related to 'downsizing' or placing limits on the size of the public sector workforce (OECD, 1996b:18). This reflected the desire of member governments to make the public services 'leaner' and more effective. The decentralisation of human resource management functions and the introduction of relatively 'new management development programs' constituted the next most frequently reported change in public service reform initiatives (OECD, 1996b:18).

Table 3.1 Programs Initiated or Significantly Revised as Reported by OECD Countries 1987-92

Nature of program	Number of countries
Downsizing or limits to size of public sector workforce	22
Decentralisation or devolution of HRM	16
Significant new management development programs	15
EEO initiative/policies	14
Classification or job design reforms	13
More flexible working time arrangements	12
Running cost budgets for line depts.and agencies	11
Comprehensive HRM strategies	11
Performance appraisal system	10
Significant new recruitment,selection or promotion systems	8
Reforms or restructuring pay systems	8
Formal job evaluation system	8
Simplification of organisation structures ('flatter' structures)	7
Assessing managers' performance on HRM responsibilities	7
Performance management systems	6

Source: OECD, 1996b. *Integrating People Management into Public Service Reform*, OECD, Paris:18.

Table 3.1 captures the emergence of several public service reform initiatives reported by OECD countries during the five-year period, 1987 to 1992. The reforms encompass a broad emphasis on better human resource management and changes in operational policies and organisational structures. From the perspective of the likely successes of quality management in this climate of reform an emerging factor is the emphasis on downsizing and restructuring initiatives, highlighted for example in the study by O'Donnell referred to in Chapter Two, as undermining the implementation of quality management initiatives.

While the 1996 OECD report discussed above outlined the implementation of specific reform initiatives, a survey conducted by OECD in 1997, attempted to draw out the principles and concepts behind the public service reform initiatives that have dominated OECD countries more recently. This survey was based on reports prepared by OECD member countries that focused on 'priorities, strategies and specific public management initiatives' undertaken during the period 1996-1997 (OECD, 1997:77). This report has been quoted in this chapter because the 'driving' principles of public service reforms highlighted in this report will place in focus the discussion of the application of quality management concepts in public service programs in the USA, Canada and Britain in the next section. The central ideas underpinning public service reforms thus reported have been summarised as follows:

1. Devolving managerial authority to provide more flexibility in achieving public policy goals;
2. Closer focus on results;
3. Stronger service quality orientation;
4. Focus on adapting organisational structures;
5. Heightened focus on the importance of an effective workforce and leadership;
6. Regulatory reform;
7. Strengthening of steering functions (OECD, 1997:78).

One of the aims of the Next Steps initiative in the case of Britain for example was to devolve managerial authority to chief executives appointed to run the service delivery functions of these agencies. In a similar manner, the Charter initiative in Britain and the setting of service standards in the USA and Canada were aimed at placing the focus on service delivery and a focus on results. Increased emphasis on 'empowerment' of employees with the state involved more in the 'steering' functions could also be witnessed in public service reforms of these countries. The point for

this study is that the application of quality management concepts such as customer orientation through the concept of the Citizen's Charter is evident in reform programs in many industrialised countries. And in countries such as the USA the application of quality management in government organisations is recognised as crucial for effective public service reform (Gore, 1993:294).

Quality management concepts in public service reform programs of developed countries

One of the most distinctive features that has become apparent in public service reform programs in developed countries, specifically those in the OECD, is the establishment of a Citizen's Charter program or programs of a similar nature. As discussed in Chapter Two, the Citizen's Charter represents a manifestation of one of the core principles of quality management, namely the principle of customer orientation. The Citizen's Charter has come to be the institutional mechanism for continuously improving the organisations to achieve the needs and expectations of the customers. The approach of quality management assumes that quality service is achieved if the service delivered meets the needs and expectations of the customers.

In the case of developed countries, the OECD has reported that a number of member countries are progressing well in the area delivering quality service, through the adoption and implementation of client charters (OECD, 1996a:15). In Britain, the Client's Charter initiatives were adopted as early as 1991. Table 3.2 lists similar initiatives in selected OECD countries.

Table 3.2 **Service Quality Initiatives in Selected OECD Countries**

Belgium	Public Service Users' Charter	1992
Canada	The Quality Service Initiative	1994
France	Public Services Charter	1992
Portugal	The Quality Charter in Public Services	1993
Spain	The Quality Observatory	1992
United Kingdom	Citizen's Charter	1991
United States	Customer Service Standards	1994

Source: OECD, 1996a. *Responsive Government: service quality initiatives*, OECD, Paris:15.

In other countries such as Australia, the process is underway in the launching of a formal initiative at the federal level to implement a quality management approach. A Discussion Paper issued by the federal government in November 1996 highlighted, amongst other reform measures, the introduction of Government Service Charters across the public sector (Reith, 1996:1). The introduction of this charter is expected to 'improve the accessibility, transparency, and responsiveness of the Australian public service' (Reith, 1996:13). The broad objectives of this quality initiative may be summarised as follows

1. Setting out the nature and level of service clients can expect to receive;
2. Putting service quality alongside efficiency and effectiveness as a key evaluative criterion;
3. Developing explicit, intelligent and verifiable information on public services;
4. Improving transparency; and
5. Emphasising choice and a citizen's right to information, fair treatment, timely service, access and specific services of an appropriate quality (Reith, 1996:13).

At present, the implementation of client charters similar to the British model could be identified in two Australian states. South Australia has a Citizens' Charter and New South Wales has a 'Guarantee of Service' (OECD, 1996a:285). In addition, several local governments have also begun implementing quality management. In

areas as diverse as the rural Shire of Murrindindi in the state of Victoria and the Hobart City Council in the capital city of the State of Tasmania (Praxa, 1998:1; Walsh, 1997:2).

As stated at the outset, the emphasis on service quality has led to the adoption of quality management concepts and practices in government agencies. This is evident in public service reform initiatives starting in the USA and Britain but following on to nations such as Canada and Australia, which have been influenced by these examples. In all of these countries, governments report the implementation of extensive reforms in the respective public services with an emphasis on the citizen as customer. A formal institution to propagate quality management practices had been established in the USA, while informal networks are in place in Britain, Canada, and Australia.

The strong endorsement for quality management in these countries is seen in both the implementation of quality awards in the public service, and in legislation pertaining to quality implementation. In the USA the *Government Performance and Results Act* passed under President Clinton sets out explicit guidelines for quality management implementation in public service agencies. Public service quality awards include the US Federal Quality Awards, and the British Charter Mark Award schemes (Bendell et al., 1994:86).

The American case

In the USA, practices associated with quality management concepts in the public service could be traced to the Reagan administration. Although 'administrative reorganisation was not considered by some academics as a hallmark of the Reagan administration' (Savoie, 1994:214), the public service under the Reagan

administration did establish at least the rhetoric of change. In 1982, a reform initiative entitled 'Reform 88' was introduced, that led towards the implementation of quality management practices in public sector agencies. 'Reform 88' had been described by the Office of Management and Budget in the USA, as a 'major, far-reaching project to restructure the management systems of the federal government' (Savoie, 1994:216).

The policy of implementing TQM activity in government was started in 1986, when President Reagan set the administration the task of improving the productivity of government organisations by 20 percent within six years (Savoie, 1994:217). Subsequently, the Federal Quality Institute was established in 1988, to promote and assist all federal agencies in their pursuit of TQM activities. The real impetus for practical change however began when quality management concepts were operationalised through the National Performance Review, and the *Government Performance and Results Act*.

The National Performance Review placed emphasis on an increased focus towards the people both inside and outside the organisational system. As mentioned above, this is one of the core principles of quality management, which takes into account both internal and external customers. As stated in the National Performance Review report,

... we have spent too much money for programs that don't work. It's time to make the government work for the people, learn to do more with less, and treat taxpayers like customers ... The federal government is filled with good people trapped in bad systems, personnel systems, procurement systems, financial management systems, information systems (Gore, 1993:xxxi).

The National Performance Review had highlighted the human resource factor in public service reform and the importance of tapping into the human resource

potential. In the discipline of management this is not a new concept, with the human-relations school of thought¹¹ in particular establishing that human resources were the most crucial element in the effective functioning of organisations. Hence, in governments as in private sector organisations, there seems to be an increasing focus and emphasis accorded to human resources in the improvement of public service organisations.

The National Performance Review provided the legal foundation for public service agencies' re-orientation toward achieving results. This came in the form of a federal statute, which was the *Government Performance and Results Act* and a series of initiatives undertaken on the recommendation of the National Performance Review. The essence of the *Government Performance and Results Act* is captured by President Clinton in the following statement:

... the law simply requires that we chart a course for every endeavour that we take the people's money for, see how well we are progressing, tell the public how we are doing, stop the things that don't work, and never stop improving the things that we think are worth investing in (National Performance Review, 1996a:3).

Hence, the major purpose of the *Government Performance and Results Act* was 'improving Federal program effectiveness and public accountability by promoting a new focus on results, service quality, and customer satisfaction' (National Performance Review, 1993:1).

The National Performance Review comprises four main components. They are: 'cutting red tape and unnecessary spending; putting customers first and serving

¹¹ The human relations school of thought could be traced to the works of Mayo, 1949; McGregor, 1960; and Likert, 1967.

them; empowering employees to get results and helping communities to solve their own problems; and producing a better government overall for less by fostering excellence' (Gore, 1993:xl-xli).

David Osborne, the co-author of *Reinventing Government: how the entrepreneurial spirit is transforming the public sector*, and an adviser to Vice President Gore on the National Performance Review, believes that to achieve the results expected from the National Performance Review public organisations need to adopt the concepts of TQM. According to Osborne,

In government, TQM does a great job in helping a department decentralise control and identify customers. It gets people with different areas of expertise working on the same problem (Posner et al., 1994:137).

To implement the reforms proposed in the National Performance Review, President Clinton issued an Executive Order on 11 September 1993 that instructed government agencies to set customer service standards (The White House, 1993:1). The customer service standards set for all executive departments and agencies under the Executive Order of 11 September 1993 are:

1. Identify the customers who are, or should be, served by the agency;
2. Survey customers to determine the kind and quality of services they want and their level of satisfaction with existing services;
3. Post service standards and measure results against them;
4. Benchmark customer service performance against the best in the business;
5. Survey front-line employees on barriers to, and ideas for, matching the best in the business;
6. Provide the customers with choices in both the sources of service and the means of delivery;
7. Make information service, and complaint systems easily accessible; and

8. Provide means to address customer complaints (The White House, 1993:1).

The Executive Order of 11 September 1993 instructed government agencies to publish customer service plans that can readily be understood by the customers. Each agency was encouraged to train its employees who directly serve customers in line with the customer service plans (The White House, 1993:2). While it is beyond the scope of this thesis to judge the extent to which these standards have become effective the very fact of their existence shows the direction of reform and the intention of the Government to be more customer-focused using quality management as a fundamental part of the reform process.

To sustain the efforts to improve customer service standards, a memorandum was issued by the White House Office of the Press Secretary on 23 March 1995 that instructed agencies to treat the Executive Order of 11 September 1993 as a continuing requirement in order to sustain customer service reform (The White House Office, 1995:1).

Official assessments of the successes made by the National Performance Review are provided in the annual reports submitted to the President by Vice President Al Gore. The annual reports presented to the President on 20 September 1996, entitled *The Best Kept Secrets in Government*, claimed the smallest workforce in government in 30 years, with savings of US\$118 million. A sampling of the progress achieved as stated in this annual report is listed below:

1. Agriculture dropped three million pages of government forms;
2. Commerce eliminated requirements for prior approval on over US\$32 billion worth of exports, and has completed the first comprehensive rewrite of Bureau of Export Administration regulations in 45 years;
3. Defence will replace 27 payroll systems with one by 1997;

4. Education eliminated 93 percent of its regulations;
5. Energy reinvented internal management practices and initiated cost-cutting measures to save US\$1.7 billion;
6. Federal Emergency Management Agency cut in half the time it takes for assistance to reach disaster victims;
7. General Services Administration reduced its workforce by 28 percent and cut its operating costs by 21 percent (National Performance Review, 1996b:1)

Hence, in the case of the USA, the establishment of the Federal Quality Institute in 1988 may be noted as the starting point for the implementation of quality initiatives. Government reports showed that the National Performance Review and the *Government Performance and Results Act* and the subsequent Executive Orders outlined briefly in the preceding paragraphs have provided the impetus to introduce the concept of customer service in public organisations. Furthermore, the renewed emphasis on 'empowering' human resources under the Clinton Administration have brought to the forefront the application of major concepts of quality management, and have received a strong endorsement from the government. Vice President Gore had stated that 'nowadays quality management is the official policy of the United States government' (National Performance Review, 1995:2).

On the eve of the second term of office on 11 January 1997, President Clinton met his Cabinet at 'Blair House' to present what has been called *The Blair House Papers*. This book contained a series of policy guidelines on continuing on with the 're-invention' exercise initiated in 1993. It focused on three areas: 'how to deliver great service; how to foster partnership and community solutions; and how to get the job done with less' (Clinton and Gore, 1997:2).

So in the USA, the National Performance Review attempted to transform the federal and state agencies from bureaucratic 'red tape' organisations to result-oriented

organisations. Public service reforms in Canada over the past decade have moved toward instituting a 'cultural' change in the Canadian public service. Common themes identifiable in public service reforms in the USA and in Canada are a focus on the customer and organisational transformation through cultural change.

The Canadian case

The Canadian public reform initiatives reflected a total transformation of public service organisations with a strong endorsement of the need to improve the quality of services and introduce a 'managerial' culture in the public service.

In the past decade, the most prominent move to cut red tape and improve quality of services delivered by the Canadian public service was initiated under Prime Minister Brian Mulroney with the launching of the 'Public Service 2000' initiative in 1989. The main theme of the initiative was to provide improved service to Canada and Canadians with emphasis on a total cultural transformation of the Canadian public service (Government of Canada, 1990:20). This initiative by the Canadian government has been labelled by one academic as a move towards the total transformation of the civil service culture. The old culture and the new culture as theorised are duplicated in Table 3.3 (Savoie, 1994:228).

The cultural changes depicted in Table 3.3 have become public sector terminology in Canada over the past decade. Terminology previously in the domain of the private sector, such as empowerment; managerial; responsive; flexible; open; result-oriented; and decentralised have over the past decade become increasingly popular in the public service with the emergence of the New Public Management and the adoption of private sector managerial practices.

Table 3.3

Change in Civil Service Culture

Old Culture	New Culture
Controlling	Empowering
Rapid	Flexible
Suspicious	Trusting
Administrative	Managerial
Secret	Open
Power based	Task based
Input/process oriented	Results oriented
Pre-programmed and repetitive	Capable of purposeful action
Risk averse	Willing to take intelligent risks
Mandatory	Optional
Communicating poorly	Communicating well
Centralised	Decentralised
Uniform	Diverse
Stifling creativity	Encouraging innovation
Reactive	Proactive

Source: Savoie, D., 1994. *Thatcher Reagan and Mulroney: in search of a new bureaucracy*, University of Pittsburg, Pittsburg:228.

In the rhetoric of the Government of Canada, the Public Service 2000 initiative and the subsequent renewal of the public service,

... will result in a very different public service over the next ten years. It will be different not because its values will have changed, but because public servants will find themselves operating in a more flexible and service oriented way. The public will find that service has improved because the traditional preoccupation with rules and process has been replaced by an institutional culture and philosophy of management that puts clients and results first. Ministers will be better supported because public servants will have greater self-confidence and be more innovative, and they will be better informed about public needs and attitudes (Government of Canada, 1990:25).

The Public Service 2000 initiative emphasised the government's intention to create a client-oriented public service. One commentator noted that this is a major change, 'since the public service has not been used to regarding Canadians as clients' (Wileman, 1991:12).

Hence, in the general reform processes under Mulroney, quality management concepts were introduced into government agencies. Although, a formal institute for quality management such as the Federal Quality Institute in the USA was not established, a network was formed among government departments for exchanging information on practices and techniques of quality management in service delivery (Savoie, 1994:234).

With the change in government and the ascension to power of Jean Chre'tien, the government of Canada stated that the Public Service 2000 program initiated in 1989 by the Conservatives had not been successful and had lost its credibility as a symbol of reform. The new Government characterised the old policies as focusing on continued cuts in operational budgets, staff reductions, wage cut backs, and public bashing of government employees (Treasury Board of Canada, 1993:4). Nonetheless, the government under Chre'tien recognised that the ideas and principles embodied in Public Service 2000 were important in cutting red tape, providing managers with more flexibility and generating a client focused culture in the public service (Treasury Board of Canada, 1993:4). Hence, the government of Jean Chre'tien took the decision to pursue the policies and programs under Public Service 2000, and to 'maintain a citizens first perspective' in government (Treasury Board of Canada, 1993:5). This attempt to keep the best and reject the worst of the old reform policies is evident in the Chre'tien Government's policy of public service rejuvenation under the broad policy framework of 'Getting Government Right' (Treasury Board of Canada, 1993:1).

A key tool in Getting Government Right was the Program Review, which inquired into the role of the federal government by asking three basic questions:

1. What our core lines of business should be;

2. Who our clients are;
3. How we can improve integrated delivery of services to our clients, the taxpayers, at a lower cost, while increasing their level of satisfaction (Treasury Board of Canada, 1996c:1).

In the 1994 budget, the federal government made a commitment to issue a declaration describing the principles behind service delivery that Canadians can expect from the public service (Treasury Board of Canada, 1996a:2). A draft declaration was compiled and circulated among all federal departments and agencies that same year, and the document was finalised with comments and suggestions of these agencies (Treasury Board of Canada, 1996a:3).

The government declaration of service principles included focus on five fundamental principles under which service delivery should be: 'accessible, dependable and timely; clear and open; fair and respectful; good value for the tax dollar; and responsive and committed to improvement' (Treasury Board of Canada, 1996d:3). The rhetoric of the Government's approach was that, 'as part of the renewal process, the emphasis of government is on delivering quality service through a client-centred approach' (Treasury Board of Canada, 1996d:4).

In practice to implement quality management in the public service, the Government of Canada circulated quality services series guides among federal departments and agencies. This series is comprehensive and contains guides on the following topics:

1. Client consultation;
2. Measuring client satisfaction;
3. Working with unions;
4. Establishing a supportive learning environment;
5. Recognition of individuals and teams;
6. Employee surveys;
7. Service standards;
8. Benchmarking and best practices;

9. Communications (Treasury Board of Canada, 1996b:2).

The quality service series guides were meant to assist federal departments implement quality service programs in their departments, with the Government stating that 'to succeed with such an initiative all employees must energetically carry out a planned approach to continuous improvement and quality services, as part of normal business planning' (Treasury Board of Canada, 1996a:8).

A common theme evident in the Canadian public service reform initiative, as in the case of the USA, was the attempt to transform the bureaucracy from one that is administrative to one that is managerial, and from one that is engaged in adhering to rules and procedures to one that is results-oriented and focused on efficient service delivery. Once again a dichotomy is evident between the rhetoric of reform policy and establishment of mechanism by which it can be implemented. In this sense, perhaps the most important public service reform initiative of the Chre'tien Government is the requirement for departments to implement service principles and the quality series guides identified in the preceding paragraph. Public service reforms in Britain too have focused on the implementation of Performance Standards through the Next Steps Agencies and through the standards embodied in the Citizen's Charter.

The British case

In Britain, the inception of the idea to meet the needs of the customers could be traced to the report, *Improving Management in Government: the Next Steps*, published by the Efficiency Unit, under Prime Minister Margaret Thatcher (Savoie, 1994:205). Recognising that only five percent of the civil service was concerned

with policy and the other 95 percent was directly related to the delivery of services, the report's most important recommendation was the establishment of agencies 'to carry out the executive functions of government within a policy-and-resources framework set by ministers and the relevant department' (Savoie, 1994:206). As explained by one commentator,

The execution of policy would fall to a host of new agencies, taking over relevant ministry units and staff, working within policy framework agreements with their parent ministries under chief executives with considerable managerial independence as regards organisation, staffing and finance (Ridley, 1995:23).

With greater autonomy in its management, the Next Steps agencies started to focus on the customer through setting customer service standards. So the Social Security Benefits Agency has identified its customers, as people who apply for social security, and established service standards such as speed and accuracy of processing, which were directed to the particular needs of these customers (Flynn and Strehl, 1996:74).

According to a Cabinet Office press release the sixth Next Step Review has shown that Next Step agencies are delivering improved services with increased efficiency (Cabinet Office, 1996a:1). The Cabinet Minister for Public Service has stated in the Parliament that,

The 1995 review shows that overall, agencies met 83 percent of their key targets in 1994-95, an increase of three percent over 1993-94 and a continuing improvement over the three preceding years. The Review reports on over 1,400 key performance targets and shows trends and comparisons between agencies' performance in which excellence in public service contributes to our competitiveness. The Review shows the success story of Next Step agencies - they are at the forefront of providing quality services within government (Cabinet Office, 1996a:1)

More recently the Next Steps agencies have been urged to compare their performance with the best in the business bringing in the practice that has been termed as 'benchmarking' to the public service. The Government also revealed that a contract was awarded to the British Quality Foundation to use its technology with up to 30 public service agencies in a drive towards demonstrable improvements in efficiency and quality of performance of public service agencies (Cabinet Office, 1996b:1). With the implementation of the Citizen's Charter by Prime Minister John Major in 1991, the concept of setting service standards to coincide with customer needs and the recognition of customers as citizens perhaps was instilled in public service organisations.

The objective of the Charter program was to make public services more answerable and accountable to customers and the public at large (Offner, 1993:6). The Citizen's Charter is a ten year program aimed at improving the quality of public services. It is,

... the government's statement about what people can expect from public services. It aims to raise the standards and make services more responsive to your needs' (Cabinet Office, 1996c:1)

The Charters are based on principles common to all agencies, to be used to set targets of service delivery. These are

1. Publish standards of service;
2. Ensure greater openness and information;
3. Provide choice and consultation where possible;
4. Be courteous and helpful at all times;
5. Offer redress when things go wrong;
6. Give value for money (Cabinet Office, 1996c:1).

Hence, the Citizen's Charter represent an evolving program of measures contained in a number of documents 'aimed primarily at individuals as consumers of services or customers' (Wilson, 1995:91). Examples of such charters in various areas of public service delivery are the Passenger's Charter, Taxpayer's Charter, Traveller's Charter, Parent's Charter, Job Seeker's Charter, Tenant's Charter, and the Patient's Charter. Each of these has been established by public sector agencies with responsibility in the relevant area.

Each charter identifies specific rights of the customer. For example the Parent's Charter concedes that parents have the right to:

1. A school place for their child;
2. Vote for parent governors and to stand for election;
3. Attend an annual parents' meeting;
4. Vote on whether the school should apply for self-governing (grant-maintained) status
5. Appeal against decisions made;
6. Question examination results;
7. Specific information (eg. performance tables)
(Wilson, 1995:95).

A Charter Unit was established as part of the Cabinet Office with the aim of improving public services. The broader aims of the Charter Unit are:

1. Spreading best practice through our contacts with government departments and agencies and other public services, and encouraging networking between services;
2. Championing the best in public services; and
3. Looking out for areas that need improvement and helping to remove obstacles to quality service (Cabinet Office, 1996c:2).

One of the main activities of the Charter Unit is to run the annual Charter Mark Award Scheme for public service excellence and to encourage members of the public to make nominations (Cabinet Office, 1996c:4).

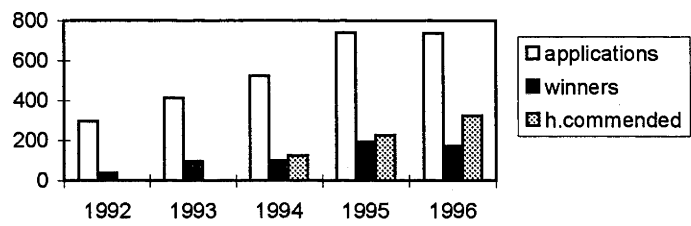
During its first five years, the Citizen's Charter had fostered 42 national charters setting standards for all the key public services plus more than 100,000 local charters setting standards for local services (Citizen's Charter Unit, 1996:1). Performance information for hospital and ambulance trusts, schools, local authority services and police and fire services are being published annually. The British Government had reported improvements in standards across a range of services. For example, the number of people waiting for hospital admissions in England dropped from over 200,000 in 1990 to 4,600 patients by March 1996. A recent survey has shown that satisfaction with post office counter service had risen from 70 percent in 1990 to 81 percent in 1996, satisfaction with rail services from 53 percent to 59 percent over the same period, and 30 percent of the people are now 'very satisfied' with their local electricity company, compared to only 26 percent in 1990 (Cabinet Office, 1996d:1).

Improvements made by public service organisations may also be traced through the number of organisations that have received Charter Mark Awards. Charter Mark winners are touted to be the best in public service. These Awards are presented annually by the Government and the winners 'act as examples of best practice to other services thereby helping to raise the standard of public services' (Citizen's Charter Unit, 1998:2). In 1996 for example, there were 109 local authority winners which was a 30 per cent increase from 1995, and in the health sector 77 winners which was a 40 per cent increase from 1995. The number of winners in the education sector was 43, which was up 59 per cent compared to 1995 (Citizen's

Charter Unit, 1998:2-3). Figure 3.2 is reproduced from a report published by the Unit which showed the trends of Charter Mark from 1992 to 1996.

Figure 3.2 shows that there has been a steady increase in the number of applications for Charter Marks. In 1992 there were 296 applications while in 1996 the number had increased to 737. The number of winners had increased from 36 in 1992 to 171 in 1996. A ‘highly commended’ category was introduced in 1994 to recognise public service organisations that have not achieved the Charter Mark but have made significant improvements worthy of commendation.

Figure 3.2 Charter Mark Trends 1992- 1996



Source: Citizen’s Charter Unit, 1998. ‘The charter program’, < <http://www.open.gov.ukcharter/introduc/fastfa.htm> >:3.

Hence, the government has been able to report successive improvements in the delivery of services and subsequent improvements in satisfaction levels of customers. Governments, however, are naturally prone to report ‘successes’ in their policies. The point here is not to judge the extent of their ‘successes’ but merely to remark the extent to which the client focus has become part of the rhetoric of governments seeking to pursue public sector reform.

Positive aspects of Citizen’s Charter as identified by academics include the way public service departments have emphasised courtesy and helpfulness towards

customers and the emphasis on complaints and redress mechanisms in the effort to 'getting things right' (Butcher, 1997:64-65). According to other commentators, significant developments in the implementation of the charter program that may have positive impacts on public service organisations are the setting of performance targets, and the publication of information pertaining to organisational performance (Butcher, 1997:64; Pyper, 1995:106; Wilson, 1995:95). The setting of performance targets had already been underway since 1991 within the Next Steps agencies. One commentator points out that with the advent of the Client's Charter the performance targets initially set were 'subsumed' within the Client's Charter (Pyper, 1995:111). Since then specific performance measures and what has been termed 'league tables' have been published in the media. The 1992 *Local Government Act* also required local authorities to provide information on their performance (Wilson, 1995:96). Table 3.4 has been reconstructed from Wilson's study that provides information on some of the performance measures published by the health sector.

The performance measures in Table 3.4 show interesting variations and the potential problems that may arise in determining 'acceptable' standards in the public service. For example, in London the percentage of ambulances arriving within 14 minutes of call is 62.2 percent, which means that 37.7 percent of the times the ambulance has not arrived within the target time of 14 minutes. Whether this is an 'acceptable' figure to the public depends on the expectations of people who reside in London. On the other hand in the Greater Manchester area the figures show that ambulances had arrived within 14 minutes 97.7 percent of the times. If the operational mechanisms in place for dispatching ambulances are the same in Manchester and London, then other factors such as urban congestion perhaps plays an important role in determining the efficiency of such emergency services. And whether people in London are in general satisfied with an average of 50 percent of ambulance arrivals within 14 minutes and whether people in Manchester

will not be satisfied for anything less than 97 percent again all depends on public expectations.

Table 3.4 **Performance Measures of Urban Ambulance Service in Britain**

Urban Area	Percentage arriving within 14 minutes
Greater Manchester	97.7
Mersey NHS Trust	96.6
Cleveland NHS Trust	96.0
West Yorkshire NHS Trust	95.6
Surrey	93.7
West Midlands NHS Trust	93.3
South Yorkshire NHS Trust	89.0
Avon NHS Trust	87.2
London	62.2

Source: Wilson, J. 1995. 'Charter and public service performance' in J. Wilson (ed.), 1995. *Managing Public Services: dealing with dogma*, Tudor, London:97.

The point to be made however is that, before standards were set and published by government agencies the public was not aware of the level and speed of service they may expect to receive from government agencies. The Citizen's Charter has in this sense provided the users of the service information on what to expect in obtaining services. The public display of information espoused in quality management with regard to work processes and the duration and staff involved in carrying out the task lets the public know the level and speed of service to expect from an organisation. The inherent assumption here is that it is better to let the customer know what is happening to his/her request than for the organisation to be indifferent.

Independent studies by academics on the impact of the Charter program in Britain reflect on the success factors and the potential problems associated with implementation. Lovell's study based on the Patient's Charter that was implemented in six hospitals in the National Health Service in Britain sheds light on the impacts of

Charter programs and the assimilation of the 'patient ethos' of the Charter in the organisations (Lovell, 1994:376). The methodology for this study was based on personal interviews by the author, attitude surveys of nursing staff and subsequent meetings between selected nursing staff. In addition various documents were referred to (Lovell, 1994:377). Lovell examined the implementation of six of the 24 rights and standards identifiable in the Charter. These were:

1. To be guaranteed admission for virtually all treatments by a specific date no later than two years from the date when the consultant places on a waiting list;
2. When you go to an outpatient clinic, you will be given a specific appointment time and will be seen within 30 minutes;
3. Within all specialities, patients will be given a specific appointment time and will be seen within 30 minutes;
4. Your operation should not be cancelled on the day you are due to arrive in hospital. If, exceptionally, your operation has to be postponed twice you will be admitted to hospital within one month of the second cancelled operation;
5. A decision should be made about any continuing health or social needs you may have, before you are discharged from hospital;
6. Certain rights and standards are concerned with giving information to patients (Lovell, 1994:377).

The findings of the study with respect to the implementation of the above-mentioned aspects revealed that the best performing units maintained close contact with the customers and kept the patients fully informed of any developments and changes. These units also focused on procedural aspects and close monitoring and evaluation of services carried out and suggestions adopted. For example the best performing outpatient clinics revealed the following practices:

1. Provided specific appointments;
2. Recorded time of arrival, time of appointment and time seen;
3. Continually monitored performance throughout the clinic;

4. Provided individual explanations to patients if delays occurred;
5. Analysed reasons for delays and held multi-disciplinary meetings to consider how these could be minimised in future;
6. Displayed the names of all staff serving a particular clinic, including reasons why a regular member might absent;
7. Displayed clearly details of Charter standards in various languages in the waiting room;
8. Believed that normal practice should be for the patient to be seen at the time of the appointment (Lovell, 1994:380).

The findings of the study also showed that staff in the better performing units were more aware of the Charter and felt more 'empowered' in their work (Lovell, 1994:387). The study also pointed out several potential problems in the implementation of the Patient's Charter. These included how the implementation process was organised and whether the Charter was managed by senior and respected staff in the hospital. The study also highlighted the need for all the information obtained through client surveys to be 'fed' into the decision making process and to 'coordinate the information and ensure that data was evaluated and considered' (Lovell, 1994:386). Hence, support and involvement of higher management in the planning of policies and strategies and full utilisation of the data obtained in surveys and other processes seem to be prerequisites in the implementation of Charters. Another essential component would seem to be employee training with an emphasis on increasing the awareness of employees with regard to achieving the set standards of the organisations.

A more recent study that outlined the successes achieved and also potential problems in the implementation of the Citizen's Charter initiative in public service organisations in Britain focused on the Benefits Agency (BA) and the Inland Revenue (IR) office. These were chosen for the study because the BA is the largest of the Next Steps agencies and the Inland Revenue Department is a government

department that affects the majority of the British population (Butcher, 1997:59). The study of these organisations was based on case studies and data were drawn primarily from documents and reports available at these agencies.

The BA published its Customer Service Charter in 1991 detailing how its customers would be treated and the service customers could expect to receive. Each local office of the Benefits Agency also displayed to the public their local standards. Local offices were required to consult with customers and to undertake customer surveys and to discuss their business plans and details on service quality improvement. The Benefits Agency had also appointed its own external research contractor to undertake annual surveys to gauge the views of customers and quality of service delivered (Butcher, 1997:61).

The independent review of the Charter implementation by the Benefits Agency showed improvements in the quality of service with 'the proportion of income claims dealt with in five days rose from 65 per cent in 1990-91 to 68.8 per cent in 1994-95' (Butcher, 1997:62). The success of the implementation of the customer service charter in BA is also reflected in the number of Charter Mark awards received, a cumulative total of 25 between 1993-95. Furthermore, customer satisfaction surveys conducted by BA showed customer satisfaction levels between 82 and 84 per cent between 1993-94 (Butcher, 1997:62).

The implementation of the Taxpayer's Charter in the Inland Revenue office also revealed interesting findings. The IR, with a staff of just under 55,000 employees and administering tax records for approximately 35 million people is one of the largest of government departments in Britain (Butcher, 1997:62). This study by Butcher also reported that all targets set by the department for 1994-95 were met or exceeded, and improvements were made in the accessibility of services to

customers. A survey of employers in 1994, showed that 84 percent were satisfied with the level of service provided at IR and 38 percent were of the view that service had improved (Butcher, 1997:63).

Although the review of Benefits Agency and the Inland Revenue office had shown that customer satisfaction and improvements in services delivered were reported in both these departments, several concerns were also highlighted. One was the possibility that performance improvements reported by these agencies may have been a direct result of a change in management *per se*, instead of the direct outcome of the implementation of the charter mechanism (Butcher, 1997:65). Another concern was the inadequacy of consultation with users of the service, in the implementation of the Client's Charter. The limited nature of consultation with users of the service was seen to reflect 'a wider concern about the Citizen's Charter's narrow view of citizenship' (Butcher, 1997:67).

Others have also pointed towards the tendency of public service organisations to set a lower performance target to achieve the desired standards and in the process lowering the standards of service in an attempt to minimise complaints of customers (Pyper, 1995:113; Wilson, 1995:105). In this regard, Wilson presented a critical analysis of the Citizen's Charter in Britain. He pointed to the ambiguities in standards set by the Charter and the lack of focus on consequences, that is, what would happen in instances where the criteria set by the Charter were breached (Wilson, 1995:102). Wilson highlighted government-sponsored research that portrayed a bleak picture with regard to the success of the Charter and presented the following findings,

... only 2 per cent had used the Charters, one in three had seen a copy of a Charter, one in ten had read the documents and only 16 people said they were satisfied with them (Wilson, 1995:102).

Wilson quoted another study, which interviewed 3000 people across Britain. This study, however, showed that 70 per cent of those interviewed had heard of the Charter (Wilson, 1995:102). Wilson also referred to public indifference despite substantial government spending on promotion of the Charter and related public relations activities. One case in point was the 'charterline', a telephone help line established in Derbyshire, Leicestershire and Nottinghamshire which was abandoned within just under one year of implementation due to lack of use and the expenses incurred in maintaining the system. The 'charterline' had taken 25 calls a day at a cost of 68 Pounds per call (Wilson, 1995:104).

Such commentary highlights implementation problems of Charter initiatives in public service organisations. However, a significant aspect that needs to be noted in the research by Butcher (1995) and Lovell (1994) reviewed in the preceding paragraphs, converges on certain prerequisites that are necessary for the implementation of a Client's Charter at an organisational level. These include management involvement and support, planning, awareness and support of staff and systematic reviews and evaluation of such Charter programs. In fact, Lovell (1992) had previously argued that,

... if the improvements in customer service required by the Citizen's Charter are to be effective and longlasting, changes in structures and systems will need to be accompanied by change in culture and management style (Lovell, 1992:395)

In this regard, Butcher (1997) points to the significance of a focus on employees because the morale of employees in an organisation will probably affect organisational outcomes and the quality of services delivered (Butcher, 1997:68). However, an important aspect that is significant to note is the dichotomy that exists between the views of the reformers within the political and administrative machinery

of governments and those of the public and independent researchers. This was evident in the studies reviewed with respect to the implementation of the Citizen's Charter in Britain.

A similar program had been implemented in the Malaysian public service under its Client's Charter program. The review of this program in the Malaysian public service in Chapter Five of this thesis will identify the institutional and managerial mechanisms established for the implementation of the Client's Charter. Chapter Six will detail the implementation of the Client's Charter mechanism in one public service organisation in Malaysia. In the Malaysian case too, high level support from the management and the mechanisms of constant review, monitoring and evaluation was found to be crucial in the effective maintenance and implementation of the Client's Charter.

Salience of quality management concepts in public service reform programs

The policies and programs implemented under the broad rubric of public service reforms discussed in the preceding section mirror several overriding themes in managerial reform at the official level. These themes centre on the total transformation of the values, culture and perception of the public service; customer/client orientation; focus on the employees in the organisation; and improving the quality of services delivered. These overriding themes may be seen as a strong endorsement of the central quality management principles, namely, focus on the customer, focus on people, and continuous improvement.

The concept of total transformation of the public service is prevalent in the American, British and Canadian reforms. Terms such as 'reinvention' and 'renewal'

adopted in line with reform measures reflect the issue of total transformation of the public service. The public service reform programs undertaken by the industrialised countries discussed in the preceding section, thus, are geared towards providing a totally new image of the public service based on an alteration of the values and attitudes of the public service. A typical approach was that evident in the initiative undertaken by the Canadian government. In the launching of the public service reform program under 'Public Service 2000: The Renewal of the Public Service of Canada', the then Prime Minister of Canada Brian Mulroney stated,

We believe that the policy for renewal set out in the White Paper will equip the public service to serve Canada and Canadians into the twenty-first century ... and it is with pride that I present to all Canadians the policy of the Government for the future of their Public Service (Government of Canada, 1990:1).

The Public Service 2000 promoted a cultural transformation of the public service through regarding Canadians as clients to maintain a citizen's perspective. The program has also focused on delivering quality service, meaning that it is 'accessible, dependable, timely, clear and open, fair and respectful, good value for the tax dollar, and responsive and committed to improvement' (Treasury Board of Canada, 1996d:1-3).

In the USA, a similar role was played by the National Performance Review which brought the quality revolution that was sweeping the private sector into the public service, again, calling for a total transformation in the way the government operates. As Vice President Gore stated in the Report of the National Performance Review, 'good people are trapped in bad systems: financial systems; personnel systems; procurement systems' (Gore, 1993:xxxii). Thus there needs to be a focus on the people in the system to provide them with room to exercise their ingenuity and skills, which according to the National Performance Review report will ultimately

lead to better performance and increased job satisfaction. The reforms hence, brought into the government concepts such as customer service and employee empowerment which up to that time had existed strictly in the domain of private sector organisations. The reforms also endeavoured to cut red tape and bureaucracy in the government. The National Performance Review since implementation in 1993, for example, has reported 'the elimination of 16,000 pages of regulations and a reduction of the federal work force by about 200,000 positions, resulting in the smallest government in 30 years' (The White House Office, 1996:2).

Hence, the theme of customer/client orientation too seem to be an element of reform evident in the public service of all three countries. In the USA, the setting up of Service Standards in accordance with the needs of the customer and the training of employees in service delivery focused on orienting the whole organisation towards the needs of the customer. The Citizen's Charter in Britain, the Service Principles in Canada and Customer Service Standards in the USA all portrayed similar features and were adopted with the same objective.

One aspect that needs to be pointed out is the similarity of the Citizen's Charter concept with that of the writings of Juran reviewed in Chapter Two. Juran has described a quality product or service as one that is 'fit for use' (Juran, 1988:33.6). Fitness for use is determined by specific characteristics which service users view as 'beneficial'. In this regard Juran proposed establishment of service standards in service organisations under four categories: 'timeliness, integrity, predictability and customer satisfaction' (Juran, 1988:33.13). The standards, or promises accommodated in the Charter mechanisms discussed in the preceding section embody similar characteristics. For example, the Patient's Charter in Britain reviewed by Lovell (1994) guarantees hospital admission no later than two years from the date the consultant places the patient on the waiting list, and ensures

prompt service in outpatient clinic and guarantees that the patient will be seen in 30 minutes (Lovell, 1994:377).

Quality management concepts in East Asian public services

In the East Asian region, three themes could be identified as common in public service reform. They are an increased emphasis on accountability; concern with performance measurement both at the organisational and individual level; and experimentation with new ideas and practices emanating from the private sector (Turner, 1995:2). Although emphasis on a client orientation and increased focus on improving performance and transforming civil service culture is apparent in some programs initiated by governments, an all-encompassing quality management program as in the Malaysian case is not evident in the public service of any other Asian country except Singapore.

In Korea lessons of quality management practices in the private sector are reported as being gradually introduced in the public sector. It has been recognised that government performance could be improved if human resources are utilised more effectively through group processes and training, making quality management concepts 'lucrative' in public service reform (Ro, 1995:25). Similarly, in the Philippines public service, while quality management is yet to be formally recognised, the Civil Service Commission had gradually begun to instil the idea through introduction of various projects and policy guidelines. The stated objective is to develop a new service-oriented culture in the public service (Juridico, 1995:93). Most notable amongst the activities which promote this are the 'Do Away With Red Tape' scheme; the 'Courteous Bow'; and the 'Public First, Not Later' campaigns introduced to the public service in the early 1990s (Juridico, 1995:94).

By contrast, in Singapore, the establishment of the Service Improvement Unit, in 1991, established quality management as central to efforts to improve and sustain the quality of services delivered to the public. The Service Improvement Unit was formed as part of the Prime Minister's office, reflecting the importance accorded by the Singapore government to this institution. According to the Singapore Public Service Department,

The work of the Service Improvement Unit is a reflection of the Singapore public service's commitment to provide quality services and support to meet the needs and aspirations of Singaporeans (Singapore Prime Minister's Office, 1996:1).

The Service Improvement Unit has subsequently endeavoured to promote and enhance the awareness of service quality in all government departments in a 'unique' manner - with the appointment of senior officers in public service organisations as Quality Service Managers (Singapore Prime Minister's Office, 1996:1). The prime responsibility of 'Quality Service Managers' in public service organisations is the implementation of service improvement policies drawn up by the Service Improvement Unit, and also the monitoring and evaluation of service quality improvements in their respective organisations. The Quality Service Managers also represent an important link between the public as service recipients and their respective organisations through responding to customer complaints and ensuring redress and compensation (Singapore Prime Minister's Office, 1996:1).

While the establishment of the Service Improvement Unit and the placement of Quality Service Managers in government departments may be seen as the institutional foundation for quality improvement initiative, a broader public service program was introduced in May 1995. This initiative was titled 'Public Service for the 21st Century' or PS21, which resembled closely the Public Service 2000 initiative of

the Canadian government. The PS21 too focused on a total transformation of public service organisations in terms of culture and attitudes and better work processes based on new and innovative techniques. The two key objectives of the PS21 were:

- 1. To nurture an attitude of service excellence in meeting the needs of the public with high standards of quality, courtesy and responsiveness;
- 2. To foster an environment which induces and welcomes continuous change for greater efficiency and effectiveness by employing modern management tools and techniques while paying attention to the morale and welfare of public officers (Singapore Prime Minister's Office, 1997a:1).

The first objective emphasises customer service while the second stresses on the need for continuous improvement and focus on employees. The organisational structure for PS21 comprises a central committee with several sub-functional committees. The functional committees and their terms of reference are stated in Table 3.5. The duties of these functional committees reflect a strong emphasis on the employees with a focus on positive attitudes and well-being of employees. The committees also portray the concepts of customer focus and continuous improvement embracing the core principles of quality management.

Table 3.5 Functional Committees of PS21 and Their Terms of Reference

Functional Committee	Terms of Reference
PS21 Staff Well-being Committee	To promoted policies and programmes that provide for the well-being of public officers
PS21 Quality Service Committee	To promote quality service in meeting the needs of the public as well as internal customers
PS21 ExCEL Committee	To foster positive attitudes towards change and an environment which seeks continuous improvement
PS21 Organisational Review procedures Committee	To examine organisational structures and for greater effectiveness and efficiency

Source: Singapore Prime Minister's Office, 1997b. 'Spearheading PS21' <<http://www.gov.sg/ps21/case7.html>>:1.

The outcomes of the implementation of PS21 have not been researched in this thesis, as in the case of several other reform programs reviewed in this chapter. However, the case of the Citizen's Charter in Britain was discussed in more detail to provide one example of the problems and prospects associated in the implementation of such mechanisms. The point here is simply to show the extent to which quality management has become integral to public sector reform in a variety of industrialised, newly industrialised and developing countries.

In this regard, Hong Kong provides a particularly interesting example. Several academics have argued that the adoption of managerialist principles in public service reform has not been influenced by the same elements as in Britain and other industrialised countries. This is because economically Hong Kong did not face the economic and budgetary problems faced by other countries while politically the Rightist thinking that encouraged the reduction of the size and impact of government has been absent in the case of Hong Kong (Cheung, 1996:40; Hayllar, 1995:29). Consequently it has been argued that the main thrust of public sector reform did not lie in privatisation, rather in a greater focus on improving the efficiency of existing organisations through making use of the best resources available to the government (Tsang, 1995:5).

As in Singapore, the Government had established an Efficiency Unit with the aim of securing improvements in the formulation of policy objectives and priorities, management and motivation of staff, control over the use of resources, and the efficient delivery of services to customers (Sankey, 1995:22). The Efficiency Unit was also entrusted with the task of overseeing and implementing the Performance Pledges introduced in Hong Kong, to achieve the objectives of openness, responsibility and accountability in the delivery of services (Hayllar, 1995:35). Under

the program each government department is required to draw up standards of service and also have them published.

The progress claimed under this initiative by the Hong Kong government is recorded in Table 3.6. All government departments directly in contact with the public have so far adopted performance pledges. In addition, advisory groups or customer liaison groups have been established to mediate disputes. Adequate measures are reported to have been made too in preparing government agencies to be service oriented and in training employees in customer service.

Table 3.6 Progress of the Performance Pledge Initiative in Hong Kong

Pledge	Progress Made
To adopt formal pledges in all Government departments providing direct service to the public by the middle of 1994, with the first pledges to be introduced by the end of 1992. To extend this practice to some statutory bodies.	All 47 departments directly serving the public have adopted performance pledges. Ten statutory bodies have also adopted performance pledges.
To involve the public in monitoring performance pledges through 'Users' Committees'.	All departments which have direct contact with the public have an Advisory Group or a Customer Liaison Group in place.
To review Government forms and documents to ensure that they are necessary, simple and user-friendly.	The review was completed in 1993.
To ensure that civil servants identify themselves when dealing with the public.	This is now a general practice.
To reply to correspondence from the public within ten days.	This is now a general practice.
To run training courses to improve standards of courtesy and helpfulness in the Civil Service.	So far, some 34,000 civil servants have received training in customer service.

Source: Hayllar, M., 1995. 'Reforms to improve performance in Hong Kong's public sector', *Asian Review of Public Administration*, 7(2):37.

So among the developing countries in the East Asian region, quality management practices seem to be relatively recent and are as yet only on the verge of being introduced to the public sector. The Malaysian public service seems to be the exception. In the newly industrialised countries in the region, Singapore's Service Improvement Unit, and the location of a Service Quality Manager in all agencies to monitor and implement quality programs stand out in terms of adopting quality management. While in Hong Kong, the same has been the case with the introduction of Performance Pledges, thus implementing the aspects of performance standards and contributing to quality service.

Conclusions

This chapter has outlined management paradigms of various theorists that have dominated public service reform programs in the developed countries, and identified the context of quality management concepts in the broader theoretical framework of the New Public Management. As Figure 3.1, reproduced from Lovell (1994), shows quality management may be viewed as a component of the New Public Management in the sense that quality management endeavours to improve existing organisations to produce quality products or services. The 1997 report by the OECD highlighted the principles and concepts underpinning public service reform programs in developed countries. The report pointed towards the adoption of measures that focus on 'devolving managerial authority', and achieving results. In addition, it was pointed out that there seems to be a 'stronger service quality orientation', 'focus on adapting organisational structures' and strengthening of regulatory and 'steering' functions (OECD, 1997:78).

The review of management paradigms identified by theorists and the review of certain OECD reports provided a background picture on the emerging issues, trends and techniques in public service reform. In context of the broader picture, the review of major public service reform initiatives in the USA, Canada and Britain showed individual cases at the national level and highlighted the application of quality management concepts in public service reform programs in these countries.

One common theme prevalent in the major public service reform initiatives of the USA, Canada and Britain was the concept of the 'customer' and setting of standards of service that meet customer needs. It was pointed out that the practice of setting customer service standards is embodied in the writings of Juran. The Citizen's Charter program introduced in 1991 in Britain, as well as the Quality Service Initiative in Canada and the Customer Service Standards initiated in the USA in 1994 manifested the core concept of serving the public as the customer and meeting their needs and expectations. As was explained in Chapter One, the basis of quality management is in changing organisational processes and employee attitudes to meet the needs of the customers that the organisation serves. One of the organisational strategies adopted by governments in meeting the needs of the customers has been the Charter mechanism. Hence, the review of major public service reform in the USA, Canada and Britain showed evidence that the concepts of quality management have received a high priority from the governments of these countries and that quality management programs have been successful in a number of ways.

The case of the Citizen's Charter program in Britain discussed in this chapter highlighted major developments that may have positive impacts on public services. These include the setting of performance targets and the publication of information on how these organisational performance measures fared over each year (Butcher,

1997:64; Pyper, 1995:106; Wilson, 1995:95). In addition, a review of several of the studies on the Citizen's Charter revealed success factors and potential problems inherent in Charter programs. Success factors that may be stated as prerequisites for successful Charter implementation include: management involvement in supporting and planning the program and employee awareness in meeting Charter objectives; and systematic review and monitoring of Charter programs (Lovell, 1992:386). Potential problems were: inadequacies in client consultation which led commentators to express concern on the Charter's 'narrow view of citizenship' (Butcher, 1997:67); and a tendency of public service organisations to set low performance targets to minimise complaints from the public (Pyper, 1995:113; Wilson, 1995:105).

The other broad conclusions from this chapter are that charter programs and similar programs designed to focus on the needs of the customers have been part of the broader public service reform agendas that have enabled the transformation of public services through changing attitudes and perceptions of public service employees. For example, one of the main themes of the National Performance Review in the USA was to address the people in public services organisations 'who were trapped in bad systems' (Gore, 1993:xxxii). The Public Service 2000 program in Canada also sought a cultural change through changing the attitudes and thinking of public service officials. The same pattern of reform is evident in public service reform initiatives in Singapore. The PS21 initiative in Singapore addressed the aspect of changing attitudes 'to cultivate positive attitudes at the individual and organisational levels for continuous improvement in the public service and in quality service to the public' (Singapore Prime Minister's Office, 1997b:1)

Hence, the application of quality management concepts has been prevalent under broad reform initiatives in a variety of national settings. The case of Britain is

particularly interesting because the British civil service had brought about major institutional changes along with broad policy agendas. This is mostly evident in the establishment of Next Steps agencies by delineating the service delivery components in government ministries and thereby bringing about institutional and organisational change to better address the needs of the customer. This separation of the management function and the function of service delivery has been viewed as an attempt to distinguish political aspects of policy making from the mundane aspects of service delivery (Walsh, 1995:92; Kirkpatrick and Lucio, 1995:36).

It is in these contexts that major administrative reform measures and the application of quality management concepts will be discussed in the Malaysian public service. Chapter Five will outline the nature of quality management implementation in the Malaysian public service in a review of official documents and present the perceptions of a selection of employees from the Malaysian public service on the impact of quality management.

First, however, Chapter Four, will discuss in detail the methodology used to collect and analyse data from the Malaysian public service.

Chapter 4

RESEARCH METHODOLOGY

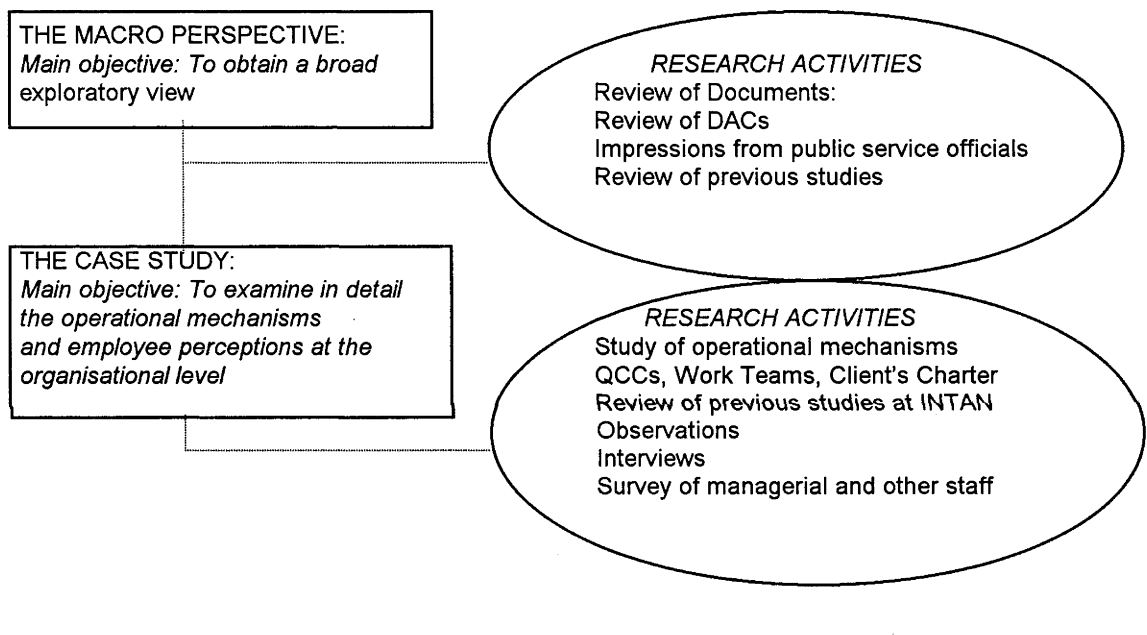
The review of the international literature, in the previous two chapters, has identified the concepts and practices of quality management and methods of implementation in public services of developed countries. The issue for analysis then focuses on how quality management concepts might be adapted and implemented in a development bureaucracy and what the resulting impacts at the organisational level on human resources would be. As the Malaysian public service was chosen as the study area for the examination of quality management in the context of a development bureaucracy, this chapter will present the research methodology utilised to conduct research in the Malaysian public service. Investigation of the Malaysian case centered on four of the main research questions identified in Chapter One. These were:

1. What is the nature of quality management in the Malaysian public service?
2. What are the general impressions of employees on the impact of quality management in the Malaysian public service?
3. Have the concepts of team work and customer orientation been institutionalised through QCCs, Work Teams and the Client's Charter?
4. How do employees perceive the impact of quality management on employee training; work skill and knowledge; work changes; team work; job satisfaction; work recognition; employee relations and morale; employee involvement and impact on the customer; employee performance; and organisational performance?

The nature of these questions called for an examination of government policies and institutional and operational mechanisms implemented through the Development Administration Circulars, and also their impact at the organisational level. In this regard, the methodology for research incorporated both qualitative and quantitative methods,

attempting to tap the advantages of both these approaches. Qualitative methods have been described by theorists as ‘deep and holistic’ while quantitative methods as ‘thin but generalisable’ (McClintock et al., 1979:612). Analysis was conducted at two levels: the macro and the micro level. A schematic illustration of the research design is presented in Figure 4.1.

Figure 4.1 **The Research Design**



As depicted in Figure 4.1, at the macro level, government guidelines and policies were reviewed. At the micro level, a case study of INTAN was undertaken. Analysis at the macro level was conducted to determine the policies, guidelines and the rhetoric of the Government on one hand and what Malaysian public service employees think in general terms with regard to quality management on the other. The case study detailed how the operational mechanisms of quality management concepts functioned at the

organisational level, and the perceptions of employees with regard to the impact of quality management at the organisational level.

The macro perspective

Two main issues of concern were addressed at the macro level. The first focused on identifying the broader context of the quality management initiative in the Malaysian public service in terms of the policies and guidelines that basically identified the rhetoric of reform. The second centred on obtaining the general impressions of Malaysian public service officials on the impact of quality management initiatives on the public service.

Hence, the broader context of the quality management initiative was traced through a review of the literature available on administrative reform measures in the Malaysian public service since the 1970s. The main source of information to determine the policies and guidelines of the Government on strategies adopted to implement quality management was the Development Administration Circulars (DACs) issued by the Prime Minister's Department. These circulars represent guidelines issued to public service agencies on the implementation of various administrative reform policies. In addition, the annual publications of the Malaysian Administrative Modernisation and Management Planning Unit (MAMPU) were reviewed to highlight the Government's assessment of quality management initiatives.

The DACs and relevant government documents reviewed identified the implementation framework of quality management in the Malaysian public service. This also identified the impact of the quality management initiative as perceived by the Malaysian

government. A study of the general perceptions of employees in the public service provided another view of the same subject and balanced the 'rhetoric' of the Government. Employees' attitudes may also be seen as an indicator of the success of any reform initiative. However, this represented a monumental task since such a sample of public service employees should scan the federal, state and local levels of Governments. With the time constraint confronted by the researcher and experience of responses by mail, such a sample survey proved unworkable. For example, contacts made by the researcher through correspondence to all 25 government ministries in the initial stages of this study, to obtain information on the nature of quality management in their respective organisations proved futile as only two organisations replied. In such a situation, the distribution and returning of questionnaires through mail appeared unviable.

Hence, the researcher embarked on field research with the intention of conducting in-depth research, using as a focus group experienced public service officials from a variety of agencies. This would add to the data that would be obtained from the detailed case study of one public service organisation. Viewpoints from such a selection of public service officials would be significant, as it would serve the sole purpose of supplementing data to information obtained through other qualitative methods (Morgan, 1997:3).

The opportunity to gauge the perceptions of a sample of public service officials came up when the researcher discovered that two training programs were being carried out at the National Institute of Public Administration (INTAN) for public service employees. One such program consisted of the participants of the 'pre-grade two' course. The number of participants in this course was 20. The 'pre-grade two' course is mandatory

for confirmation into grade two level of the public service. This batch represented a good sample for this study because they had been in the public service for over sixteen years and most of them are heads of departments. It seemed reasonable to assume that viewpoints from such a group would provide good insights into the implementation of reforms such as quality management, as they themselves have gone through the system and should be deeply aware of the reform strategies adopted by the government and implications of the implementation of such reform policies.

The other group selected were the participants of the 'Diploma in management science' course. The number of participants in this program was 22. This is an optional course for Malaysian public service officials. Selection for this course is undertaken by the Public Service Department, and requires a Bachelors degree for entry. Participants in this course are also middle-managerial government officials. This batch of employees too represented a good sample for this study as they had a strong academic background (a Bachelors degree), and were perhaps on the threshold of higher managerial level posts in the government. Moreover, these participants have also been in the public service for a substantial period of time.

While the time available with these groups was limited, the opportunity to gain access to such a diverse group of middle and senior level officials was significant. A standard questionnaire was drafted for optimum utilisation of the short time available and each course participant took 30 minutes to fill in the questionnaire. Because the methodology utilised to obtain information from these groups did not conform to the conventional focus group techniques, where participants are led into a discussion by a moderator whose job is to pose questions that are then discussed by the participants of

the focus group, for the purposes of this research these groups have been titled as Training Groups.

During the meetings with the Training Groups, the researcher briefly introduced the research topic and after announcing the intentions, distributed a standard questionnaire to all members of the group, and stayed on to answer and discuss any queries the group participants may have and to note their comments. One advantage of this method over the conventional focus group technique was the absence of dominance of discussion by one person in the group. This technique also fostered the expression of frank opinions by those persons in the group who in the context of a discussion might not respond with such openness. In addition, there was the advantage of asking follow-up questions as the researcher was present.

The questionnaire distributed among these two groups is reproduced as Appendix 1 of this thesis. It had a total of nineteen questions. The first eight questions attempted to gauge the background of the respondents with questions about period of service, job responsibilities, highest educational qualification and whether the respondent was directly involved in implementing total quality management in their organisation. The rest of the questions gauged their views on the impact of TQM on various aspects pertaining to human resources and the organisation. Some of the questions were open-ended while others asked the respondents to rate their answers on a scale of one to five, where number one represented 'very ineffective' and number five, 'very effective'.

The questionnaire was presented in English as conversations with the course coordinators for both the 'pre-grade two course' and the 'Diploma in management

science' course revealed that the participants in both these courses had a good command of the English language (Interviews 1 and 2).

The case study

In general, for social science research the case study is the 'equivalent of the spotlight or the microscope' (Hakim, 1987:61). For organisational studies one of the goals of the case study method is to 'permit detailed examination of organisational processes' (McClintock et al., 1979:612). Scholars have identified the methodology for such case study research as follows.

The fieldwork for case studies may incorporate the analysis of administrative records and other documents, depth interviews, larger scale structured surveys (either personal interview or postal surveys), participant and non-participant observation and collecting virtually any type of evidence that is relevant and available (Hakim, 1987:63).

While the case study method provides a meaningful understanding of the issues to be studied in social science research, the case study does not allow for generalisations (Yin and Heald, 1975:371). However, having presented a general picture of the strategies, the implementation mechanisms and the views of selected public service officials, the case study is expected to provide significant indications of the impact of quality management at the organisational level.

Therefore, to address the research questions that focused on quality management at the organisational level, the National Institute of Public Administration (INTAN) was chosen for a case study. The 'vision' of this organisation is 'to raise the public service

to world class standard by providing the opportunities for professional and quality training' (INTAN, 1997a:4).

INTAN was one of the three organisations recommended to the researcher by the Malaysian Administrative Modernisation and Management Planning Unit (MAMPU), which is the official government body under the Prime Minister's department that is responsible for administrative reform in the public service. Before undertaking this research, a letter was sent to MAMPU stating the intention to study the Malaysian public service with respect to quality management and the plan to undertake a case study of a public service organisation for detailed analysis of the issue. The reply from MAMPU identified three public service organisations that have received quality awards and included the National Institute of Public Administration.

Hence, INTAN was chosen for this study for two reasons. First and most important is the role of this organisation in the Malaysian public service. The National Institute of Public Administration is the training arm of the public service and therefore responsible for the training of public service officials at all levels in the implementation of the Development Administration Circulars issued by the government. This inherently makes INTAN a model organisation for the public service where the reform policies and guidelines issued by the government is implemented first and foremost. For example, in the case of the 1996 circular on the adoption and implementation of 'ISO 9000' quality standards in the public service, the National Institute of Public Administration was the first public service organisation to obtain the ISO 9000 certification (Interview 11).

Second, at the initial contact stage with all three organisations, INTAN was the only organisation that expressed interest and indicated that it would welcome a study of its own implementation of TQM. This coincided well with the researchers objective of studying an organisation that was in the forefront on training and implementing such public service reform programs. In addition, the view of the researcher was that if the rhetoric of quality management was matched by practice this was likely to be the case at INTAN. The researcher's observations during field work also erased initial concerns about the issue that the functioning, operation and organisational set up of INTAN might be vastly different from 'typical' public service organisations in the Malaysian public service. In this regard, the researcher observed that managerial and non-managerial staff were identifiable and bureaucratic heirarchical structures were also discernible at INTAN like most public service organisations in the Malaysian public service.

INTAN consists of two campuses in the greater Kuala Lumpur area and three regional campuses, in the North, South and East of Peninsula Malaysia. The two campuses in the Kuala Lumpur area are in Bukit Kiara and Jalan Elmu, and were the focus of this research. The total number of employees in both these campuses is 450 (Interview 4).

The case study method focused on the following aspects to ascertain the effects of quality management on human resources and organisational change:

1. Review of documents on quality management at the National Institute of Public Administration;
2. Review of previous research done (for example the Client's Charter survey, and employee survey);
3. Administration of a survey questionnaire to managerial and non-managerial staff;

4. Interviews with program heads and teaching staff;
5. Interviews with members of a leading Quality Control Circle at INTAN.

Review of documents

The review of documents at INTAN provided first-hand information on how the DACs were adopted at INTAN, and the strategies and practices imposed by the management at INTAN with respect to these quality management initiatives. More importantly, the review provided the findings of any previous reports or documents on the impact of quality management principles at INTAN. The most important documents which were identified for this task were the 'Report on the level of job satisfaction among staff and officers' and the 'Report on the study of the achievements of INTAN's Client's Charter'. These reports provided additional data and the contextual background for the case study.

Survey questionnaires

The managerial and non-managerial questionnaires distributed at INTAN were formulated with a view to gauging the responses of employees on the impact of TQM on several organisational aspects. The acronym TQM was used because the main concepts of quality management identified by the quality theorists - customer orientation, team work and continuous improvement - were also identified in the definition of TQM adopted by the Malaysian public service (see Chapter 5).

The questions were adapted from existing organisational research surveys that were based on obtaining the perceptions of employees. One was the Australian Workplace

Industrial Relations Survey (AWIRS). AWIRS was chosen because it represented an established organisational survey sanctioned by the Government of Australia with the objective of obtaining 'quantifiable and authoritative workplace data' (AWIRS Project Team, 1990:2). The second organisational survey reviewed was from a study by two academics (Fisher and Davis, 1992), conducted on a large manufacturing and merchandising company in Australia that had implemented TQM. Several questions that specifically focused on aspects of TQM were reproduced from their study.

The objective of the questionnaires was to assess the organisational impact of quality management through the opinions of the employees of INTAN. In this regard, two questionnaires were distributed among the employees, a questionnaire for managerial employees and one for non-managerial employees. The two questionnaires are reproduced in this thesis as Appendix 2. The first section in both the questionnaires centred on basic demography such as the period of service and the highest qualification obtained. The next section focused on the effects of quality management practices on selected organisational aspects.

Although the questionnaires included a substantial number of questions, the questions picked for analysis were those directly related for the assessment of organisational impact of TQM which were:

1. employee training;
2. work skill and knowledge;
3. work changes;
4. team work;
5. job satisfaction;
6. work recognition;
7. employee relations and morale;

8. employee involvement and impact on the customer;
9. employee performance; and
10. organisational performance.

The ten organisational aspects cited above were chosen after a review of the theoretical literature on quality management discussed in Chapter Two, which stresses the importance of the training function both at the managerial and staff levels, and the impacts quality management may have on employee performance and organisational performance. These impact measures also attempted to assess the assertion that implementation of quality management may improve the skill and work knowledge of employees, bring about positive work changes, facilitate employee involvement, improve employee relations and bring about job satisfaction. Quality management theory also advocated improvement of service quality through addressing the needs of the customers. The organisational impact measures selected thus attempted to address these assertions through obtaining the views of managerial and non-managerial employees at INTAN.

The questionnaires for employees at INTAN were distributed with the collaboration of the Director of INTAN and the program heads of the sections. The questionnaires for the non-managerial staff were translated to Malay for the purpose of obtaining better results from the respondents, while the managerial questionnaires were left in English. The managerial and non-managerial mark was determined through consultation with one of the program heads at INTAN, who was initially assigned by the Director of INTAN to assist the researcher (Interview 3). Hence, it was determined that all those who held the post of Senior Project Coordinator and above would be considered as managerial employees, as they themselves headed the various units under each program.

As the objective of the case study survey through the use of questionnaires was to obtain as many of the respondents as possible, the questionnaires were distributed through the 'non-random' sampling method (Ferman and Levin, 1975:48-50). Hence, a questionnaire was given to all the employees present on the day the distribution took place in each section or program at INTAN.

The questionnaires were also reviewed by INTAN's Director before they were distributed. One amendment made after the review was a result of a government's policy not to inquire into the ethnic backgrounds of respondents, as ethnicity seems to be a sensitive issue in the Malaysian case. Hence, the variable of ethnicity was deleted from the questionnaire upon the request of the Director of INTAN.

All program heads were very helpful in the distribution of questionnaires in their respective programs. The Financial Management program for example convened the staff in a conference room, where the program head introduced the researcher. This facilitated the use of this program as a pilot study to identify any problems before the wider distribution of the questionnaires. Other program heads provided a memorandum with their signatures to be distributed amongst the staff of their respective programs together with the questionnaires attached. Such a backing from the program head in each program assisted in the feedback and the quick collection of the questionnaires.

Questionnaires were distributed in all programs except the Information Technology program. This was because contact could not be established with the head of the information technology program. Moreover, apart from the main programs of the institute, questionnaires were also distributed in the Registrar's division. The Registrar's

division had the responsibility for personnel matters and the general administration of the institute. Table 4.1 provides the numbers of questionnaires distributed and received from each program.

A total of 338 questionnaires were distributed and 141 were received, with 139 usable questionnaires applied in the data analysis. The response rate in terms of the number of questionnaires distributed was 42 percent. Since the total number of employees at both the Bukit Kiara and Jalan Elmu campus is 450 (Interview 4), the percentage of responses obtained in terms of the total number of employees in both campuses at INTAN is 31.

Table 4.1 Number of Questionnaires Distributed and Received by Program			
Program	Total	Distributed	Total Received
Financial Management		30	19
Training and Media Development		30	10
Language and International		52	20
Management Development & Quality		28	13
Advanced Management, Executive Development & Publication		72	28
Economic Development & Policy Management		25	19
Registrar's Division		101	32
Total		338	141

Interviews

Interviews were carried out mostly among the program heads, teaching staff and members of QCCs at the National Institute of Public Administration. Because several

documents of the Malaysian Administrative Modernisation and Management Planning Unit (MAMPU) were reviewed, an interview was also conducted with an official from MAMPU. The list of persons interviewed is included as Appendix 3 of this thesis.

At INTAN, five of the program heads were included in the interviews. These included those from the Management Development and Quality Program; Training and Media Development Program; Economic Development and Policy Management Program; Advanced Management, Executive Development and Publication Program; Financial Program and the Language and International Program. Questions were posed in these interviews, focused on their opinion of the implementation and success of quality management, and more specifically on the total quality management program implemented in 1992. The interviews with program heads were considered important because they were the officials in charge of training the public service in terms of policies and guidelines issued by the government on public policy and management reform. The program heads were also members of the Steering Committee to implement quality management at INTAN which is the management body in charge of implementing quality management at INTAN.

Interviews with teaching staff were limited due to their unavailability. Most of them were in other parts of the country on various training assignments and consultancies. Hence, three were selected from the Management Development and Quality Program, the program that was directly involved with training public service officials on aspects of quality management.

Members of a QCC were also interviewed, as one of the major techniques of quality management focuses on the adoption of work improvement teams. The initial intention

was to sit through the meetings of some of the QCCs to obtain a better understanding of how they operate in reality. However, this was not possible because no such meeting was scheduled during the course of the researcher's stay at the institute. Hence, a request was put forth to meet members of a QCC that had received commendations from the management of the institute. One such Quality Control Circle was identified in the Printing Section of the Advanced Management and Executive Development and Publication program.

Data analysis and presentation

Data analysis and presentation coincides with the two levels of research identified in the research design. Data from the macro level, which consists of a review of the policies and guidelines from the Malaysian public service and the views obtained from the Training Groups, will be discussed in Chapter Five. The case study will be discussed separately in Chapter Six.

Data from the Training Groups will be presented in three main parts. The first will be the Training Groups' perceptions on selected organisational aspects as already discussed. The second will focus on their views on employee performance and organisational performance. The discussion will conclude with the Training Group's comments on the effects of work improvement teams and organisational changes in general.

Data from the case study will be presented in two main sections. The first will be an analysis of the organisational changes evident through the operational mechanisms of quality management, namely the QCCs, Work Teams and the Client's Charter. The

application of these mechanisms at INTAN will be discussed through information obtained from existing reports and studies, and through interviews with program heads and teaching staff and members of a QCC in the Printing Section. The second main section will be an analysis of the data from the managerial and non-managerial questionnaires distributed at INTAN. The ten organisational aspects selected to ascertain the impact of quality management at INTAN will be presented separately with percentages of responses calculated for each organisational aspect to determine whether the overall tendency of responses were positive or negative. Data tables with simple percentage calculations will be presented for each organisational aspect. These tables will reveal the organisational aspects on which TQM has had the most effect as perceived by INTAN employees.

A correlation of responses obtained from participants of QCCs and employees who did not participate in QCCs will also be presented to determine if there is a difference in the perceptions of those who have been involved in team activity and those who have not participated. A correlation of responses will also be done among those who have received training in TQM concepts and practices and those who have not received such training. Such a correlation of responses is viewed by the researcher as significant because employee training and team work have been prescribed by theorists as important in implementing quality management in organisations.

Constraints of field research

One of the major limitations of field research was the difficulty faced by the researcher in conducting a comprehensive study of the organisation selected for the case study. The study covered the two main campuses of INTAN's located in the Greater Kuala

Lumpur area. The three regional campuses in the North, South and East of Peninsula Malaysia were not covered in this research. Questionnaires were distributed and interviews were carried out in the two campuses in the Kuala Lumpur area, hence leaving out the regional campuses. Regional campuses appeared to be quite important once in the field, as interviews with some managerial employees revealed that much of the QCC activity were being conducted effectively in regional campuses (Interviews 3 and 16).

Conducting interviews with key officials in the Malaysian public service and academics outside the public service presented another major constraint that was faced by the researcher. There was potentially a great difficulty for senior public service officials to give and maintain appointments. This is also reflected from the fact that the researcher was not able to hold a proper interview even with the Director of INTAN, who was officially the local counterpart assigned by the Malaysian government when granting permission for the research.

Another area of constraint was obtaining the responses of Malaysian academics outside the public service. A brief questionnaire was drafted and sent to the Dean of the Faculty of Economics and Administration at the University of Malaya, to be distributed to staff in the faculty with no response. The same questionnaire was also sent to a Director of the Institute of Strategic and International Studies (ISIS), one of the leading independent research organisations in Malaysia. No responses were obtained from academics or researchers attached to the ISIS.

Hence, the discussions that follows in this thesis, will be based on literature on one hand and views of Malaysian public service officials on the other. Despite the

limitations of this approach mentioned above, the results were clear enough to be indicative of the levels of successes achieved and the limitations and drawbacks of the quality management initiative in the Malaysian public service.

Chapter 5

QUALITY MANAGEMENT IN THE MALAYSIAN PUBLIC SERVICE

This chapter will outline the context of quality management in the Malaysian public service by presenting a brief overview of the broader public service reform agenda. It will review government guidelines on the implementation of quality management to present the nature of quality management as applied in the Malaysian public service. The chapter will also provide a general overview of the impact of quality management in the Malaysian public service as perceived by two selected groups in the Malaysian public service, named here as Training Groups (Chapter Four). Hence, the objective of the chapter is to outline the institutional framework of quality management and general impressions from Malaysian public service officials to highlight and provide a backdrop to the main issues that will be analysed in detail in the case study (Chapter Six).

Quality management in the Malaysian public service could be traced to the late 1980s with the formal adoption by the Government of the 'excellent work culture' movement. However, it was in 1991 that official guidelines in the form of Development Administration Circulars (DACs)¹² were introduced which were instrumental in the adoption of quality management in the public service. Through

¹² DACs represent a series of government guidelines that convey government directives on issues pertaining to administrative improvements to be undertaken by public service departments. With regard to the objective of the DACs the Chief Secretary of the Government, who is the administrative head of the civil service, has stated that, 'while these circulars basically cover the more tangible aspects such as structures, systems, procedures and programs, they are also designed to inculcate some desired values among the ranks of civil servants. The values highlighted by these circulars include customer-focus, quality and productivity-consciousness, cost-consciousness and accountability, innovativeness and creativity' (Malaysia Prime Minister's Department, 1993a. *Towards a Quality, Productive and Accountable Civil Service in Malaysia: Development Administration Circulars 1991, 1992 and 1993, Volumes 1, 2, and 3*, Kuala Lumpur:1).

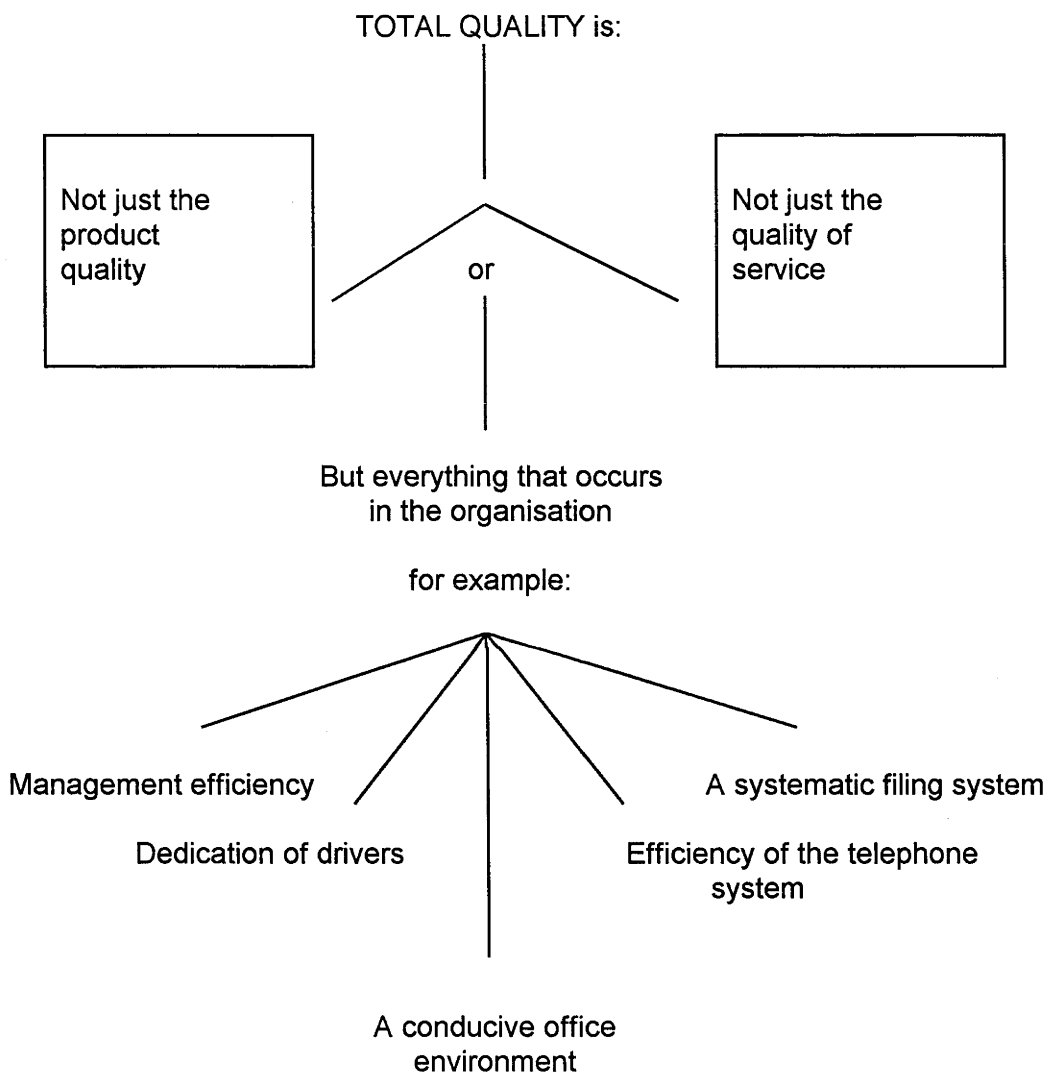
the DACs, the institutionalisation of a quality management program became evident, manifested mainly in the Quality Control Circle (QCC) program, the Client's Charter program, and the total quality management (TQM) program. These three programs provide a broad framework for the discussions that follow in this chapter.

Although these three programs form the core of the quality management framework in the Malaysian public service, several programs initiated through other DACs have assisted in the introduction of a culture of quality management in the public service. These programs focused on streamlining and developing the administrative functioning of government departments. Such programs included, for example, the introduction of work action forms, effective management of meetings and improving services over the telephone. Emphasis was also given to improving counter services and clearing the backlog of work that existed in government ministries and departments. In addition, programs such as the 'Civil Service Link' provided the mechanism for the private sector and the public in general to gain access to information regarding rules and regulations pertaining to them (Maarof and Amat, 1994:5).

Among the three main DACs mentioned above, the one on TQM introduced the core principles and the main philosophy for the broader framework of quality management. The DACs on QCCs and the Client's Charter provided the implementation mechanisms. These focused on the external customers who are the clients of the organisations and the employees themselves, viewed as the internal customers. The philosophy of TQM in the Malaysian public service as depicted in the DAC on TQM reflected the need to address all aspects of the organisation. Internally, this would focus on the employees through training, changing their attitudes, improving work procedures, and transforming the organisation structure. All of these changes were to be brought about according to the needs of the

customers. An illustration in the DAC on TQM provided a graphical representation of the breadth and scope of the concept of 'total quality' as perceived by the Malaysian government. It is reproduced as Figure 5.1.

Figure 5.1 **The Concept of Total Quality in the Malaysian Public Service**



Source: Malaysia Prime Minister's Department, 1992. 'Development Administration Circular No.1 of 1992: guide on total quality management in the public service', in Malaysia Prime Minister's Department, 1993, *Towards a Quality, Productive and Accountable Civil Service in Malaysia: Development Administration Circulars 1991, 1992 and 1993, Volume 2*, Kuala Lumpur: Chapter 1:2.

As depicted in Figure 5.1, the concept of 'total quality' in the Malaysian public service was interpreted in terms of improving all organisational aspects. This included a wide range of matters, from those normally taken for granted such as the

establishment of a systematic filing cabinet, to those that represent changes of traditional work practices and perceptions of employees. The inherent notion was that the efficient functioning of all organisational aspects including employee attitudes represented a prerequisite for achieving quality products and services.

Hence, this chapter will be presented in three main sections. Section one will present an overview of the administrative reforms in the Malaysian public service and introduce the context of quality management. The second section will review the three main programs on quality management and the third will discuss the impact of TQM on the Malaysian public service as perceived by the Training Groups.

Overview of administrative reforms in the Malaysian public service

Academics and observers of the Malaysian public service reform process have identified two major phases in the country's reform efforts since independence in 1957 (Yusoff, 1994:322; Rais, 1994:149).¹³ The first phase reflected the stage of rapid economic growth of the 1960s and 1970s that focused primarily on institutional building and development administration. The second phase, which began in the 1980s, focused primarily on aspects such as downsizing and privatisation, and the changing of the public service culture. This phase emphasised the inculcation of a positive work culture and the importance of partnership with the private sector in reforms initiated towards development and industrialisation. From the 1990s, a third phase of administrative reforms could perhaps be identified, characterised mainly by the implementation of a series of the DACs from the Prime

¹³ The two phases of administrative reforms mentioned here coincide with post-colonial industrial development that involved two stages: 'import substitution from the late fifties to the mid-sixties, and export-oriented industrialisation since the late sixties' (Jomo, 1983:3).

Minister's department, geared toward an increased focus on improving the quality and productivity of the public service.

Administrative reform in the seventies and eighties

As in other developing countries, after independence in 1957, the Malaysian civil service was confronted with the massive task of developing institutions that matched the developmental needs of the country. The administrative machinery left by the British merely sufficed for basic activities such as the collection of revenue (Rais, 1994:149). Hence, with independence, one of the initial tasks of the Government was modernising and upgrading the civil service to meet the developmental needs of the country.

The leadership of the then Deputy Prime Minister Tun Razak has been viewed as crucial in reform during the period after independence (Esman, 1972:136). An example of Tun Razak's leadership and ingenuity is illustrated in the initiation of what has been termed the 'operations room' system, to escape from the bureaucracy and red tape associated with the public service that hindered the developmental activities. The 'operations room' system represented,

... a simple but ingenious technology for project planning, scheduling and monitoring, emphasising the imperatives of interagency coordination, the establishment and maintenance of time schedules, and the participation of elected legislators in the choice of minor projects (Esman, 1972:137).

Tun Razak was credited with having established the Economic Planning Unit (EPU), which reported directly to him, and provided him with direct control over economic planning, developmental budgets and economic policy (Esman, 1972:138). The success of this reform may be judged from the fact that it still exists under the present Prime Minister Mahathir Mohamed.

During the 1960s two reports on administrative reform in Malaysia set the trend for reform into the 1970s. They were the *Montgomery-Esman Report* of 1966, and the *Training for Development in West Malaysia Report* of 1969. The *Montgomery-Esman Report* was the product of two consultants John Montgomery of Harvard University and Milton Esman of the University of Pittsburg, who were sponsored by the Ford Foundation of the USA, at the request of the Malaysian government. The objective of their study was,

... to improve the administrative system and achieve greater efficiency and administrative leadership in the public service to meet the needs of a dynamic and rapidly developing country (Montgomery and Esman, 1966:vi).

The report's recommendations called for three major government initiatives. These have been summarised as follows:

1. The creation of a Development Administration Unit in the Prime Minister's department. The Unit would plan and guide the major programs of administrative improvement;
2. Improvement of the government's education and training programs at all levels of the civil service;
3. Strengthening the professional competence of the Malaysian civil service so it can provide the necessary administrative leadership for this rapidly developing country (Montgomery and Esman, 1966:vii).

The initial thrust of public service reform hence focused on improving the capacity of human resources and the organisation, for improved administration to meet the challenges of a rapidly developing country. The recommendations in the report were accepted by the government and the Development Administration Unit (DAU) was established almost immediately (1 July 1966). The DAU was to be a staff agency parallel to the EPU, drawing on the direct authority of the Prime Minister. While the EPU was concerned with economic planning and policy, the DAU was to

have jurisdiction over administrative reform matters. Some scholars have argued the significance of the DAU in promoting the much needed administrative reforms manifest mainly through the DAU's studies of organisations, handbooks, computer installation, and the training needs assessments conducted at the DAU (Esman, 1972:183). Others have argued that the DAU did not last long, did not have the approval of the staff within the public service and did not have the professional competence to carry out the recommendations proposed (Yusoff, 1994:326). In 1972, the DAU was integrated into the existing 'Implementation and Coordination Unit' of the Prime Minister's department forming the 'Implementation, Coordination and Development Administration Unit' (Samsudin, 1986:45).

Criticism of an agency with a mandate for administrative reforms was to be expected, especially when such an agency was fraught with human resource problems and operating in the early years of independence. One of the achievements, however, was the study done by the DAU in 1969 on the training needs of the public service. This report titled *Training for Development in West Malaysia* recommended that the existing Government Staff Training Centre be renamed the National Institute of Public Administration (INTAN, 1997a:4). This was to be one of the most important government agencies because of its task of training public service officials. The training programs at the National Institute of Public Administration (INTAN) were designed,

... to meet the management needs of government agencies that were responsible for the planning and implementation of development plans under the New Economic Policy (INTAN, 1997a: 4).

The major driving force in all sectors of reform during the 1970s was the New Economic Policy (NEP), implemented in 1971 after the racial turmoil of 1969.¹⁴ Under the NEP, the focus of INTAN, as well as projects carried out by other government departments, were reprogrammed in line with the NEP.¹⁵ The primary objectives of the NEP were eradicating poverty and the restructuring of society to overcome the disadvantages faced by ethnic Malays (Rais, 1994:150). The stated goals of the NEP were to:

1. Reduce and eventually eradicate poverty by raising income levels and increasing employment opportunities for all Malaysians, irrespective of race; and
2. Accelerate the process of restructuring Malaysian society to correct economic imbalances so as to reduce and eventually eliminate the identification of race with economic function (Government of Malaysia, 1991:7).

Hence, the Malaysian economic development strategy since the 1970s, as stated by one prominent academic was,

... to restructure society (ostensibly to abolish the identification of ethnicity with economic function), especially the effort to create, expand and consolidate a Malay bourgeoisie and petty bourgeoisie by using public funds and the state machinery on a massive scale (Jomo, 1983:28).

One outcome of the developments in the seventies was the growth and proliferation of public enterprises to meet the goals of the NEP. Another line of commentary is that,

¹⁴ The racial turmoil of 1969 reflected the prominence of ethnic divisions in the Malaysian society. A detailed discussion of the May 1969 crisis is available in M. J. Esman, 1972, *Administration and Development in Malaysia: institutional building and reform in a plural society*, Cornell University Press, Ithaca and London:41-46. Also see R.S. Milne and D. k. Mauzy, 1978. *Politics and Government in Malaysia*, Federal Publications, Singapore:77-100.

¹⁵ Analysis and discussions of the NEP are available in K. Salih, 1988. *The New Economic Policy After 1990*, Malaysian Institute of Economic Research Discussion Paper No. 21; C. Muzaffar, 1989. *The NEP, Development, and Alternative Consciousness*, Aliran Kesedaran Negara, Penang; Jomo, K.S., 1990. *Beyond the New Economic Policy?: Malaysia in the nineties*, James Cook University, Cairns.

The Malaysian government, especially after the May 1969 race riots, has adopted an increasingly active state role and participation in the economy. The chief control strategy for this active role has been the growth and proliferation of para-statal bodies which now constitute a separate sector of the Malaysian economy under a new Ministry of Public Enterprises. Theoretically, public enterprises have been designed to facilitate and regulate the process of managed industrialisation. They are expected to spearhead and accelerate participation of Malays in commerce and industry in accordance with the 30-40-30 racial distribution of equity ownership of fixed assets in the corporate sector targeted for full attainment by the end of the NEP time frame in 1990 (Mehmet, 1983:45).

This view was also reflected well in the Second Malaysia Plan (1971-1975), which focused on the government's participation in myriad of enterprises devoted to primary production (Samsudin, 1986:44). To complement the development administration initiatives of the government and to modernise the administrative machinery entrusted with the task of implementing developmental reforms, the Malaysian Administrative Modernisation and Management Planning Unit (MAMPU) was established in 1977. Well-informed observers have stated that this Unit carried on where the DAU left off (INTAN, 1984:214; Samsudin, 1986:45). The reforms of the seventies had resulted in increasing the functions, role and size of government thus making its effective operation even more vital for the successful pursuit of accelerated economic growth (Yusoff, 1994:323).

Hence, by the end of 1979, the Government had started to place more emphasis on values and ethics in the public service. According to one commentator,

This was to improve the civil service not through organisational, structural systems and procedural changes, but through the minds and hearts of the administrators themselves. It was considered that the rules and regulations which govern the behaviour of the civil servants were mostly prescriptive, restrictive and punitive in nature. There was plenty which tell them WHAT NOT TO DO, but not enough of what they SHOULD DO, except in terms of standard work procedures which must be followed. As such, civil servants were not guided by a set of desirable norms for good behaviour and conduct or what they call Code of Ethics (Noh, 1984:5).

Such views were reflected in the 'excellent service program' in 1979, launched with a book titled 'Guide to Excellence in Service'. This book set out seven principles, which more commonly were referred to as the code of civil service ethics (Noh, 1984:6). The seven principles were:

1. Aspire to upgrade the quality of the service;
2. Work with total responsibility;
3. Endeavour to eliminate self-interest;
4. Serve with goodwill and friendship;
5. Strive towards raising the consciousness of the people and national development;
6. Cooperate in overcoming the nation's short coming and its enemies; and
7. Hold steadfastly to religious teachings (Noh, 1984:6).

These principles centred on improving the quality of service, and developing a 'quality culture' in public service organisations and hence became the foundation for the implementation of quality management in the 1990s. The Government's view of such a quality culture embraced such values as 'timeliness, innovativeness, meeting targets, responsiveness to customer needs and cost consciousness' (Government of Malaysia, 1996b:686).

The second phase of reform identified was the outcome of changes brought about in the public service as a result of global recession in the 1980s. Economic demands triggered attempts towards rationalisation of the public service with major projects towards privatisation and downsizing of the public sector in general (Samsudin, 1986:486; Rais, 1994:150; Yusoff, 1994:326). This period had also been termed as the Mahathir era as Prime Minister Mahathir Mohamed was seen by commentators as ushering in a new era of reform that focused on the economic realities and stressed a smaller and efficient administrative system (Yusoff, 1994:327).

Among the policies that had the most direct impact on the public service during the eighties were the drive to establish a clean, trustworthy administration, the 'Malaysia Incorporated' concept, and the 'Look east policy' (Samsudin, 1986:486). Privatisation focused on reducing the size and cost of a highly bureaucratic public service for greater efficiency and productivity. The inherent assumption was that the private sector can perform these activities more profitably and efficiently.¹⁶

The drive for a clean, efficient and trustworthy public service,¹⁷ was begun in 1983, with the implementation of the 'leadership by example' campaign. The primary target was to change the behaviour and attitudes of public servants through not only preaching but also practising reform. The primary assumptions in the 'Look east policy' were that accelerated economic development in East Asian countries such as Japan and Korea provided valuable lessons that could be emulated in terms of productivity, work ethics and the management philosophy and practices in Malaysia (Samsudin, 1986:47).

To summarise this section, the first phase of reform in the sixties and seventies was characterised by the development of institutions and the dissemination of policies viewed by the Government as corresponding to the developmental needs of the country. The reform efforts were guided mainly by the New Economic Policy with nation building and socio-economic development as the major objectives of public service reform. The second phase of reform efforts from the 1980s, was characterised by major policies which focused on privatisation and downsizing of

¹⁶ A concise analysis of the privatisation program is available I. Salleh, and H. O. Rani, 1991. 'Privatisation and the public sector', *The Growth of the Public Sector of Malaysia*, Institute of Strategic and International Studies (ISIS) Malaysia, Kuala Lumpur:101-117.

¹⁷ This was the campaign slogan of Dr. Mahathir and the Barisan Nasional in the 1982 general election and was not restricted to the public service (Crouch, 1982:63).

the bureaucracy to streamline, rationalise and improve efficiency and effectiveness of the public service. These policies have again been complemented with efforts to alter the attitudes and behaviour of public servants through policies to inculcate work ethics, dedication, positive attitudes and work cultures among public service officials.

One study that has attempted to evaluate the impact of such administrative reforms on the Malaysian public service needs to be mentioned here. The study by Yusoff, focused on an assessment of the administrative reform undertaken since the 1980s through the perceptions of public and private sector officials. It attempted to assess the impact of administrative reform in the Malaysian public service by focusing on the impact of three administrative reform programs; the positive work culture, downsizing and privatisation (Yusoff, 1994). This study was based on a survey of selected public service and private sector employees focusing on their perception of the effectiveness of these three administrative reform programs. Yusoff's findings suggested that:

1. The majority of the public sector's respondents (67 percent) were aware of and understood the three administrative reform programs; namely, the positive work culture, downsizing and privatisation programs;
2. Generally the respondents' agencies have supported these reform programs. However, the positive responses tend to be less emphatic about the downsizing and privatisation programs ... the hurried introduction of these programs in the early 1980s produced a negative impact on the operating agencies;
3. The public and private sectors' respondents were of the opinion that generally the government reform programs have been successful in making the public agencies more efficient, effective, responsive and responsible. Thus the quality of services has improved since then;
4. The public sector is becoming more accepted and recognised by the private sector and the public at large. However, the respondents from the private sector were more cautious in their observations on this issue. Generally they concluded that there have been improvements in some of the positive and negative aspects or characteristics of the public service. Major improvements have been found in the efficiency and effectiveness of the government machinery (Yusoff, 1994:316-318).

Overall, Yusoff's findings suggested a positive effect of the three administrative reform programs on the public sector and private sector officials in Malaysia. His survey showed that the respondents had an understanding of these three reform programs. They felt that these programs were successful in making a difference in the services delivered by the government. Moreover, responses showed that under these reforms the public sector was accepted more by the private sector, reflected well in the declining trends of public complaints about public offices (Yusoff, 1994:317).

Administrative reform in the nineties and the introduction of quality management

Some of the major policies that guided developmental efforts by the Government in the 1990s were the Malaysian Incorporated Concept and Vision 2020. The Malaysia Incorporated concept was based on the philosophy that, 'cooperation between the private and public sectors is a key ingredient for successful economic development' (Abdullah, 1997:49). An additional impetus towards achieving these changes was the adoption of Vision 2020.¹⁸ This was seen by the Government as providing the public service with an 'umbrella' concept and a predetermined goal and direction for achieving fully industrialised nation status by the year 2020 (Sarji, 1993b:xiii).

¹⁸ A speech given by Prime Minister Mahathir Mohamed, significantly, to the Malaysian Business Council outlined the primary tenets of 'Vision 2020'. The speech provided 'some thoughts on the future course of our nation and how we should go about to attain our objective of developing Malaysia into an industrialised country'. It outlined nine central challenges that according to the Prime Minister need to be confronted and overcome to achieve fully developed nation status. The speech also outlined 'key public sector economic policies for the foreseeable future' (Malaysia Prime Minister's Department, 1996:1). Further analysis and discussion of Vision 2020 is available in the following publications: Ahmed Sarji, A.H. (ed.), 1993a. *Malaysia's Vision 2020: understanding the concept, implications and challenges*, Pelanduk Publications, Petaling Jaya; Hashim, H., 1996. 'Internalising Vision 2020: obstacles and success - a thought', *Bulletin Pengurusan and Pentabiran*, 5(1):1.

The proclamation of Vision 2020 in 1991 with the aim of attaining a fully industrialised and developed nation status within the next thirty years, however, had placed several new challenges on the public sector. These are summarised by the former Director General of MAMPU, as follows:

1. The development of an administrative system that is mission oriented and has the inherent ability to focus on effective delivery of quality services;
2. The development of an institutional capacity to promote and sustain a climate of creativity and innovation;
3. The ability to respond to the complex and rapidly changing environmental demands, and;
4. The development of quality human resources to facilitate the transformation of Malaysia in to a modern industrialised and fully developed nation (Abdullah, 1994:17-18).

It is reasonable to assume then that the reform strategies adopted in the public service would need to address these challenges, specifically the issues of effective delivery of services, development of an institutional capacity to respond and sustain the changes, and the management and development of human resources.

Several factors in the current operation of the public service were identified as impeding the achievement of a fully industrialised nation status. These focused on the need to simplify rules and regulations and reducing red tape and to make the public service more customer-driven (Menon, 1994:7). Therefore a distinctive theme of administrative reform programs beginning from the eighties and more evident in the nineties has been the indoctrination of positive work values in the public service work place, and an attempted shift in the public service management paradigm. According to the former Chief Secretary of the Government Ahmed Sarji Abdul Hamid, this paradigm shift in the Malaysian public service,

... is from a rule-bound bureaucratic tradition to a more proactive, flexible and adaptable mode of operations ... the new paradigm has therefore redefined

the boundaries of operations of the civil service and created the environment for changes in attitudes and behaviours of civil servants (Sarji, 1996:21)

Such a paradigm shift was evident since the early 1980s with the onset of the Malaysia Incorporated Policy and the changing role of the public service in the economy (Rashid, 1993:7). According to one commentator,

The Malaysian Incorporated Policy ... redefines the role of the public service *vis-a-vis* the private sector from one of prime mover in national development to that of facilitator and pacesetter. In order to adapt to this new role effectively, the public service introduced a series of far-reaching administrative reform programs ... a key component of these reform efforts under the new paradigm was the focus on quality and productivity in order to improve service delivery (Rashid, 1993:7).

The present Chief Secretary to the Government, Abdul Halim Ali, more recently reaffirmed the desire and the commitment of the government to inculcate a culture of excellence in the Malaysian public service. He stated that,

... reform efforts are geared towards the inculcation of values of excellence in the Civil Service such as quality, productivity, innovation, integrity, accountability, discipline, and professionalism. The programs that have been introduced emphasise (a) providing customer-oriented services; (b) improving systems and procedures; (c) streamlining organisational structures; (d) upgrading human resource development; (e) enhancing accountability and discipline; (f) strengthening efforts at inculcating values of excellence; (g) enhancing the use of information technology; and (h) strengthening collaboration with the private sector (Government of Malaysia, 1996a:xii).

The strategies adopted for the implementation of the 'rhetoric' outlined above are expressed in several DACs issued since April 1991 (Table 5.1). The DACs emphasised the government's commitment toward a more substantial and effective administrative improvement and modernisation program in the public service to meet the challenges faced by the public service on the road toward industrialisation.

Table 5.1 Development Administration Circulars Issued by the Malaysian Government

Year	Number	Title
1991	1	Guidelines for the improvement of the quality of services rendered through the telephone.
	2	Guidelines on the management of meetings and government committees.
	3	Public service innovation awards
	4	Guidelines on strategies for quality improvement in the public service
	5	Guidelines on the integrated scheduling system
	6	Guidelines on productivity improvement in the public service
	7	Guidelines on Quality Control Circles (QCC) in the public service
	8	Guidelines on the manual of work procedures and desk file
	9	Guidelines on the implementation of the Malaysia Incorporated policy
	10	Guidelines for the improvement of the quality of counter services
	11	Guidelines on the use of the work action form
1992	1	Guide on total quality management in the public service
	2	Guidelines for development project planning and preparation
	3	Manual on micro accounting system
	4	Managing public complaints
1993	1	Guidelines on morning prayers
	2	Guidelines for the award of the public service excellent service awards
	3	Guidelines on Client's Charter
1994	1	Guideline on implementation of the service recovery system
1995	1	The use of information in the application forms as a basis for decision making
1996	1	Standard accounting system for government agencies
	2	Guideline on implementation of MS ISO 9000 in the public service

Source: Malaysia Prime Minister's Department, 1993a. *Towards a Quality, Productive and Accountable Civil Service in Malaysia: Development Administration Circulars 1991, 1992 and 1993, Volumes 1,2 and 3*, Kuala Lumpur; Fen, Y.L. <yong@intanbk.intan.my>, 1997. Updated list of the Development Administration Circulars, Private e-mail message to Mohamed Asim, <mohamed@ncds.anu.edu.au>, 28 November 1997.

What is evident in these circulars is not only the government's drive toward institutionalising the initiatives to improve quality and productivity in public service, but also the emphasis to foster and indoctrinate values in public service officials who shoulder the responsibility for implementing the administrative modernisation process. The circulars reveal the proliferation of guidelines aimed at achieving administrative reform.

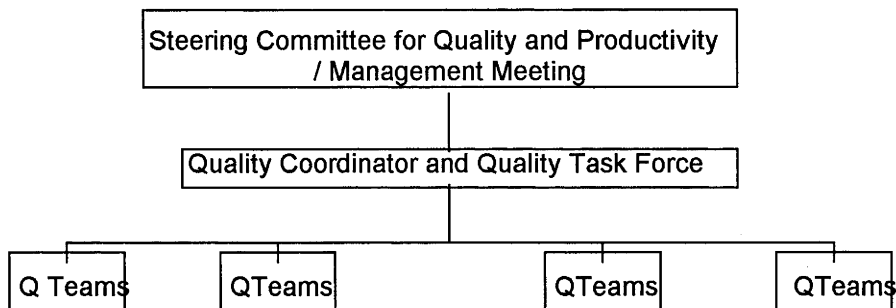
As can be seen from Table 5.1, there were eleven circulars in 1991, four in 1992, three in 1993, one in 1994, one in 1995, and two in 1996. Hence, in a period of six years from 1991-1996, 23 DACs have been issued by the Prime Minister's office. Each circular presented a challenge to public service managers in terms of effective implementation. These challenges centre on the training and retraining of employees, and actual implementation and follow-up action on deficiencies in implementation. An academic assessment of the impact of these guidelines on the public service is an enormous task that is yet to be undertaken.¹⁹ The fact that they continue to be issued indicates a continued commitment to change.

While the DACs in Table 5.1, reflected specific programs that may be implemented in administrative reform, a formal structure for the implementation of quality management initiatives had already been proposed by the government corresponding to the induction of the 'excellent work culture movement' discussed earlier in this chapter. This was proposed in the manual on quality management and improvements in the public service. This manual provided the guidelines for the institutional establishment of quality management processes in the public service. Figure 5.2 depicts the structure adopted under this objective. It comprises a steering committee, a task force and the formation of quality improvement teams in public service departments.

¹⁹ The annual reports published by the Malaysian Administrative Modernisation and Management Planning Unit (MAMPU) documents the accomplishments perceived by the government in the implementation of administrative reform policies and guidelines in public service organisations. These reports on administrative improvements and developments have been published since 1990. See for example the publications by the Government of Malaysia, 1993. *Improvements and Developments in the Public Service for the year 1992: report by Tan Sri Dato Ahmad Sarji bin Abdul Hamid Chief Secretary to the Government*, Kuala Lumpur, and, 1996a. *The Civil Service of Malaysia: towards excellence through ISO 9000*, Malaysian Administrative Modernisation and Management Planning Unit, Kuala Lumpur.

The establishment of these structures represented the institutional foundation for the implementation of quality management in public service organisations. In view of the theoretical literature identified in Chapter Two, these institutional foundations seem to be significant for the quality management process.

Figure 5.2 **Structure for Quality and Productivity**



Source: Malaysia Prime Minister's Department, 1991a. 'Development Administration Circular No. 4: guidelines on strategies for quality improvement in the public service', in Prime Minister's Department Malaysia, 1993. *Towards a Quality, Productive and Accountable Civil Service in Malaysia: Development Administration Circulars 1991, 1992 and 1993, Volume 1*, Kuala Lumpur, Chapter 4:3.

The quality theorists allude to the importance of top management support for the effective implementation of quality management. Deming wrote on the importance of adopting and instituting leadership (Deming, 1986:50). While Crosby too stressed the significance of management commitment in the successful implementation of a quality management program. The theorists also see the functioning of quality improvement teams as equally important (Juran, 1989:20; Ishikawa, 1985:22; Crosby, 1979:132). In the Malaysian case, the framework for the implementation of these principles is manifest in the steering committee comprising heads of sections within the organisation as members of the committee. Such a steering committee has the potential to establish a forum for the senior management to meet and discuss quality management initiatives and thus may satisfy one of the prerequisites for successful implementation of quality management identified in the literature.

The implementation of the DAC on Strategies for Quality Improvement, in 1991, through DAC No. 4, rendered seven additional programs as supplementary strategies for quality improvement in the public service. The seven programs proposed in the circular which uses Q to mean quality are the: 'Q Suggestion System'; 'Q process System'; 'Q inspection System'; 'Q Slogans'; 'Q Day'; 'Q Feedback System'; and the 'Q Information System'. The program for the implementation of the suggestion system was targeted towards greater employee involvement, while the programs for process improvement and inspection, were both aimed at encouraging public service organisations to map out work processes and to adopt inspection mechanisms for the continuous improvement of the work processes. The program for 'Q slogans' and 'Q day' focused on creating awareness among the employees of the importance of quality management. The aspect of customer orientation was targeted through the programs of 'Q feedback', and 'Q information'.

In the implementation of these seven programs in public service organisations, certain programs are more discernible than others. The emergence of suggestion boxes, work process diagrams, and posters outlining quality policies together with the marking of a 'quality day' in most public service organisations in Malaysia can be seen as indications that these programs are being implemented. Whether each of these specific programs is successfully implemented is a question that may be raised, but is beyond the scope of this thesis. The point of significance for this study is that these seven programs had served to introduce a culture of awareness of quality management issues in public service organisations.

Having provided an overview of the multitude of programs implemented under the DACs, the chapter will now turn to a discussion of the three specific programs

referred at the outset, which provide the general framework of quality management in the Malaysian public service. These also reflect the core concepts and practices of quality management identified in the general literature on quality management reviewed in Chapter Two.

Review of three main programs on quality management

The three main programs that reflect the quality management framework in the Malaysian public service can be traced to three DACs. They are:

1. Number 7 of 1991 - Guidelines on Quality Control Circles (QCC) in the public service;
2. Number 1 of 1992 - Guide on total quality management in the public service;
3. Number 3 of 1993 - Guidelines on Client's Charter.

These three DACs will be reviewed to identify the quality management framework in the Malaysian public service before discussing the perceptions of the Training Groups. It will also provide a background to the main issues for detailed analysis in the case study in the next chapter.

Guidelines on Quality Control Circles

The QCCs in the Malaysian public service bear a strong resemblance to the teachings of Ishikawa identified in Chapter Two. In particular, they introduced problem-solving techniques into work groups in public service organisations in Malaysia, and encouraged group members to obtain data and to use statistical reasoning in analysing problems. This aspect will be discussed further in Chapter Six.

In the Malaysian case, QCC is defined as:

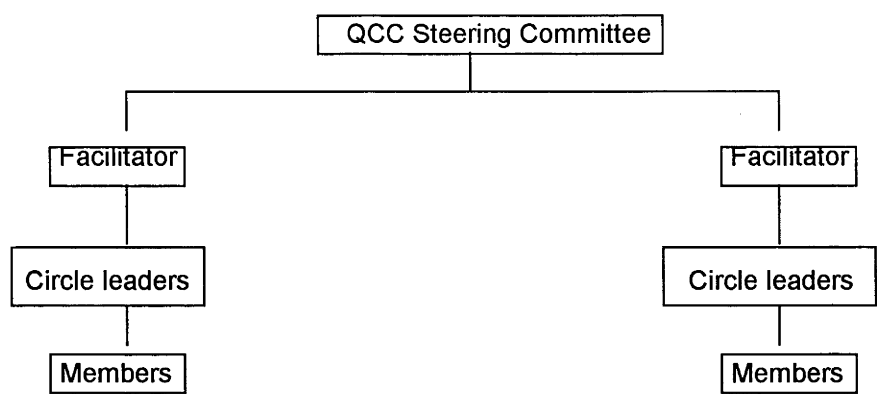
... a small group of workers (6 to 10 persons) from the same work unit who meet regularly to identify, select and analyse work related problems. The group then put forward suggested solutions to the management for consideration and decision. Subsequently they implement the decisions of the management (Malaysia Prime Minister's Department, 1991b:1).

According to the DAC No.7 of 1991, the philosophy of QCC is based on concepts of 'humanistic and participative management'. The DAC states,

... humanistic management refers to management which gives importance to people and their feelings. This is because people are the most valuable asset of a department/office. Participative management means that every worker regardless of his/her position in the organisation is given the opportunity to make meaningful contribution to the department/office. QCC is, therefore, a mechanism whereby workers are able to participate in the problem-solving process leading to improvement in quality and productivity in their department/office (Malaysia Prime Minister's Department, 1991b:1).

The institutional structure for the implementation of the QCCs is depicted in Figure 5.3. As shown in Figure 5.3, the QCCs are managed by a central Steering Committee. The QCC Steering Committee, for operational purposes, is basically the same central steering committee identified in the quality management structure in Figure 5.1. The QCCs then are comprised of QCC members and QCC circle leaders. They function with the help of facilitators who provide training and guidance on problem solving techniques and team work. The mechanics of QCC implementation suggested in the circular rest on the 'plan-do-check-action' approach, popularly referred to as the 'PDCA' approach suggested initially by Shewhart and later by Deming (Lindsay and Petrick, 1997:58-59). The 'PDCA' approach identified in the circular is reproduced in Figure 5.4.

Figure 5.3 The Quality Control Circle Structure

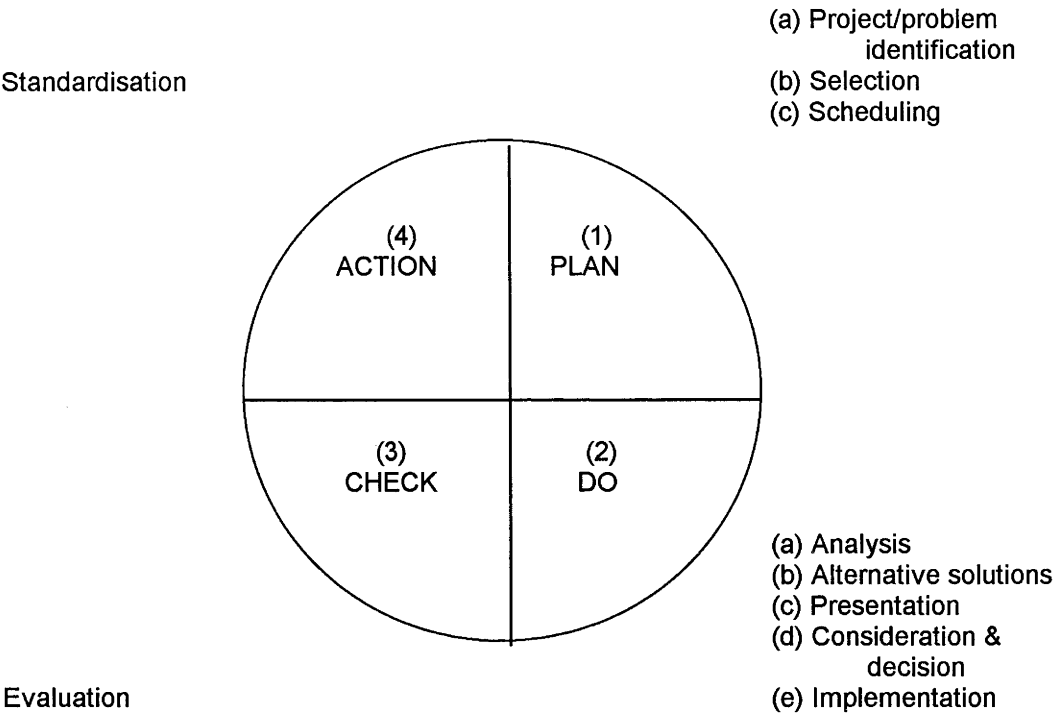


Source: Prime Minister's Department Malaysia, 1991b. 'Development Administration Circular No.7: guidelines on Quality Control Circles in the public service', in Prime Minister's Department Malaysia, 1993. *Towards a Quality, Productive and Accountable Civil Service in Malaysia: Development Administration Circulars 1991, 1992 and 1993, Volume 1*, Kuala Lumpur, Chapter 7:3.

According to Figure 5.4, the 'PDCA' is a cyclical problem solving process. The concept aims at achieving continuous improvement in the organisation. The major components of this periodic process are 'planning, doing, checking and action' to achieve the desired results. The planning stage involves identifying projects or problems that require improvement, and planning an implementation schedule for the project identified. The doing stage analyses the problems identified, seeks alternative solutions, and presents these solutions to the management. The problem solving methods suggested in the circular proposes the use of sampling techniques to collect data, and the use of brainstorming and statistical analysis such as cause and effect diagrams, Pareto charts, and statistical charts (Malaysia Prime Minister's Department, 1991b:12).

Figure 5.4

The PDCA Approach



Source: Malaysia Prime Minister’s Department, 1991b. ‘Development Administration Circular No.7 of 1991: guidelines on Quality Control Circles in the public service’, in Prime Minister’s Department Malaysia, 1993. *Towards a Quality, Productive and Accountable Civil Service in Malaysia: Development Administration Circulars 1991, 1992 and 1993, Volume 1*, Kuala Lumpur, Chapter 7:7.

Stage three of the ‘PDCA’ approach involves checking the suggestions put forth by the QCCs. This process basically involves conducting a trial run, and collecting data to find out whether the objective of the proposed project will be achieved. In the end, an evaluation is made to determine whether to implement the proposed project or not. Hence, the final stage of the PDCA cycle is determined by the success of this evaluation. If the evaluation is positive and brings about the desired result the approach is standardised for implementation, and a briefing on the new procedures is prepared and distributed.

The implementation and application of the QCC concept began as early as 1991 and the positive aspects of the impact of QCCs on public service organisations

have been reflected in the comments made by the Chief Secretary to the Government, at the 8th Public Sector Quality Control Circles Convention in 1991. According to him, feedback from various government departments and agencies actively involved in implementing quality control circles have accrued positive benefits. Some of these claimed benefits are:

1. Instilling positive attitudes to solve daily problems such as improvement in office space and working environment;
2. Improvement in work methods and procedures;
3. Upgrading the quality of counter services and revenue collection;
4. Reducing the costs and preventing wastage of resources and stationery;
5. Enhancing the spirit of co-operation among workers; and
6. Upgrading the quality of human resources by generating job-satisfaction, motivation and perseverance (Sarji, 1993b:110).

Problems have also been cited in the implementation of QCCs in public service organisations in Malaysia even before the official implementation of the QCC circular in 1991. This is reflected in a study that was conducted in 1987, almost four years before the official implementation of DAC Number 7 on guidelines on QCCs in the Malaysian public service. This study was conducted with the objective of identifying constraints in implementing quality circles and factors that could foster the development of quality circles (Ahmad, 1987:153). The Ministry of Housing and the Ministry of Education in the Malaysian public service were studied mainly through the perceptions of employees and through secondary data available from documents in the respective Ministries.

In this study, the participants expressed concern with major problems that had an impact on the proceedings of Quality Control Circles. These included: the quality circles members being too busy with regular office work; lack of understanding and information on problem solving techniques utilised within the quality control circle; and ineffective leadership. Other problems identified included: group size being too

large; members not having their say in choosing the problems; and lack of unity and cooperation among the members themselves (Ahmad, 1987:167). Furthermore participants in this study also felt that management attendance in Quality Control Circle meetings could be immensely improved, with 50 to 70 percent of the respondents citing non-attendance of management-level employees at Quality Control Circle meetings (Ahmad, 1987:165).

The Malaysian government has acknowledged similar problems in the QCC operation. For example it has pointed out the persistence of conflicts, expectations, and resistance to change brought about by the quality circles concept. In 1993, former Chief Secretary to the Government Ahmed Sarji, stated that problems that have been confronted in the implementation of QCCs have been a result of the attitudes of management and staff that were detrimental to quality management practices. For example, according to him:

1. There are some heads of departments who only talk about the importance of quality without allotting time and taking positive steps to practice it. For instance, not allowing the QCC group to meet an hour a week during working hours;
2. There are also heads of departments who concede that quality is important, but their actions do not reflect the practice of it. For instance, there are heads of departments who are not open-minded enough to listen to the views from customers or staff although such suggestions can solve many problems;
3. Staff in an agency are not happy to take steps to improve the quality of work. On the contrary they regard them as additional burden to their workload. For example the involvement of lower staff in the quality programs are not on a voluntary basis nor is it due to the realisation of its importance. Instead, their involvement is often the result of perceived pressure from the management and only as far as necessary to satisfy work requirement. Such attitudes should not exist;
4. Staff who are given training in quality measures do not practice it. This shows that training is not followed up by practicing the quality principles on a continuous basis;
5. Only a small number of staff participate in quality improvement and it is mostly made of the lower category (Sarji, 1993b:110-111).

Perhaps in recognition of the potential problems posed in the implementation of QCCs the government has undertaken the task of continuously training staff in public service departments in a course on QCC. INTAN holds at least 12 such courses a year for public service officials. These courses cover all aspects identified in DAC No. 7 of 1991 in detail. They also teach the participants techniques of problem solving through statistical methods, and how to collect and analyse data through statistical methods (Interview 5).

It is worth noting here that the general literature on QCCs reveals potential problems in their implementation due to their very nature. Academics who have keenly observed and studied the QCC phenomena in the USA have stated that quality circles have their distinctive advantages in enhancing the process of participative management in organisations. However, the process of implementation is reported as inherently fraught with potential threats to survival of such QCCs (Lawler and Mohrman, 1985:65). Figure 5.5 shows the 'destructive forces' identifiable in each phase of the quality circle in Lawler and Mohrman's analysis.

The conclusions of Lawler and Mohrman are that QCCs will eventually decline due to 'program cynicism' and 'burnout'. It is hard to tell, however, whether there has been a decline in the number of QCCs in Malaysian public service organisations partly because their existence is often ephemeral anyway. As the researcher has realised through information from the case study of INTAN, QCCs are convened annually upon the instructions of the government for the purpose of sending QCC teams to the annual QCC convention. This aspect will be discussed further in Chapter Six, which will also attempt to explain that there may be more than attitudinal factors in the potential problems in the implementation of QCCs in the public service.

Figure 5.5	Phases of a Circle's Life
PHASE	DESTRUCTIVE FORCES
Start-up to	Low volunteer rate; inadequate funding; inability learn group-process and problem-solving skills
Initial problem solving	Disagreement on problems; lack of knowledge of operations
Approval of initial suggestions	Resistance by staff groups and middle-management; poor presentations and suggestions because of limited knowledge
Implementation	Prohibitive costs; resistance by groups that must implement
Expansion of problem solving	Member-nonmember conflict; raised aspirations; lack of problems; expense of parallel organisation; savings not realised; rewards wanted
Decline	Cynicism of program; burnout
Source: Lawler, E.E., and Mohrman, S.A., 1985. 'Quality circles after the fad', <i>Harvard Business Review</i> , January-February:67.	

Guide on Total Quality Management

The implementation of a structure to manage the quality implementation process (Figure 5.1) and the concept of the QCC had by 1992 paved the way for the implementation of a ‘total’ quality management approach in the Malaysian public service. The concept of ‘total’ quality as understood in the Malaysian context was outlined in Figure 5.1, in the introduction to this chapter, where it was pointed out that it referred not only to product or service quality but everything that occurred in the organisation. Hence, DAC Number 1 of 1992 defined TQM as:

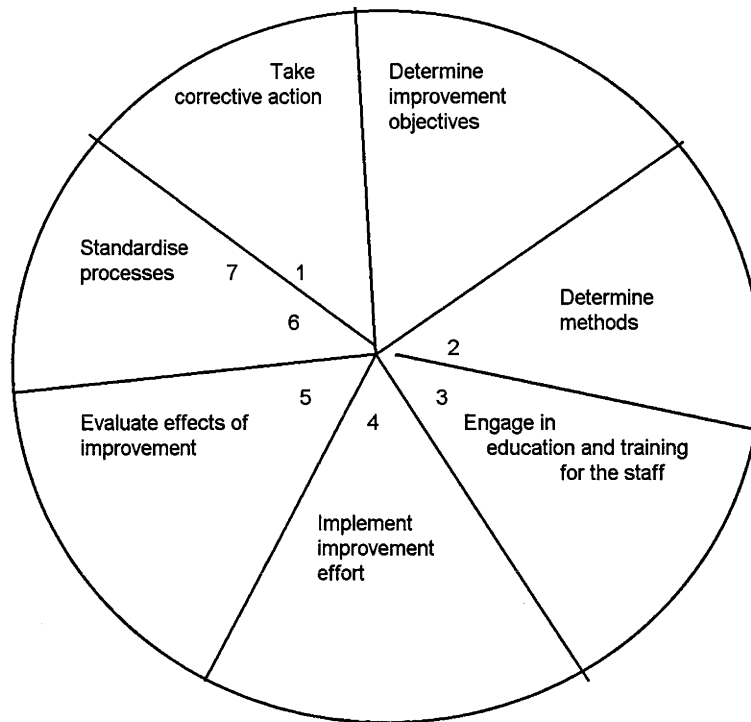
... a continuous process that involves the whole organisation and is customer-driven. This process is aimed at creating a culture of excellence in any organisation. Hence, total quality management can be seen as a process of culture transformation through which the existing elements of the culture are modified, replaced or strengthened with better elements. These elements encompass values and attitudes, systems and procedures, operational practices, organisation structure and so forth (Malaysia Prime Minister's Department, 1992:1).

The three key themes which emerge from this definition are familiar from the core principles of quality management identified in the general literature on quality management discussed in Chapter Two. They are continuous improvement, involvement of the whole organisation, and focus on the customer. The need for continuously improving the organisation is reflected in the writings of both Deming and Crosby. Theoretically the aspect of continuous improvement represent an ongoing cyclical process where organisational improvements are made in line with the feedback obtained from customers. In this regard the DAC on TQM provides a specific definition of continuous improvement. Figure 5.6 represent such a cyclical model of continuous improvement, reproduced here from the circular on TQM.

As depicted in Figure 5.6, the cyclical process of continuous improvement involves determining improvement objectives and identifying specific methods for improvement. This is followed with education and training employees on the improvement process to be implemented. Upon implementation, evaluation takes place and thereafter the methods and processes adopted in the new and improved process are finally standardised. Hence, to initiate the process of continuous improvement, improvement objectives that are directly linked to the missions and objectives of the organisation are identified by organisations.

Figure 5.6

Model of Continuous Improvement



Source: Malaysia Prime Minister's Department, 1992. 'Development Administration Circular No. 1 of 1992: guide on total quality management in the public service', in Prime Minister's Department Malaysia, 1993. *Towards a Quality, Productive and Accountable Civil Service in Malaysia: Development Administration Circulars 1991, 1992 and 1993, Volume 2*, Kuala Lumpur, Chapter 1:5.

The TQM circular identified several principles that are seen as prerequisites for the successful implementation of TQM in Malaysian public service organisations. With regard to these seven principles the circular stated that;

These principles are universal in nature and therefore applicable in any government department. The departments can take various actions to implement them according to the suitability of their organisational operations (Malaysia Prime Minister's Department, 1992:6).

The seven principles are:

1. Support of top management;
2. Implementation of a long term strategic plan on quality;

3. Customer focus;
4. Providing training and recognition;
5. Fostering teamwork;
6. Establishing performance measurement; and
7. Emphasising quality assurance (Malaysia Prime Minister's Department, 1992:6).

These principles provided a broad framework to formulate quality management programs by individual ministries and departments. Under this broad framework several strategies were also suggested that may be expected to have created greater awareness of aspects of quality management and enhance staff commitment.

In the case of the principle of top management support, the circular urged public service organisations to formulate a quality policy and to establish a quality management structure to implement quality management in the organisation. The circular stated that the quality policy need to clearly state the goals and direction of the department and be clearly understood by all employees, so that all employees could work to achieve the set goal. Guidelines for the establishment of a quality management structure were already depicted in DAC Number 4 of 1991 reproduced here as Figure 5.1. To obtain the total involvement of employees the DAC proposes effective dissemination of information on quality management techniques and organising a quality day each year to review and further strengthen the quality management strategies adopted by the organisation. Marking of a quality day was seen in the circular as assisting in creating greater awareness among employees while stressing the importance and achievements of the organisation through quality management.

The principle of strategic quality planning was also seen as vital in this development of staff commitment because of the role it might play in the formulation of a vision

for the organisation, out of which quality objectives and improvement activities for the organisation could develop.

The principle of customer orientation focused on one of the main tenets of TQM in which quality is determined by the customer, and all aspects of work within an organisation are aimed at meeting the needs of the customers. This process involves first, identifying the customers and then determining their requirements. Translating customer requirements to clear and, if possible, measurable standards was an important requirement for Malaysian public service organisations in establishing the process of customer focus. The principle of performance measurement is closely tied with the principle of customer focus. Once the requirements of the customers are determined and translated into distinct and assessable standards, the circular urges the setting up of a mechanism to collect data to monitor the achievement of the standards and to make this information available to the decision makers. The principle of customer focus is manifested in the concept of the Client's Charter, and guidelines for the implementation of the Client's Charter are presented in DAC Number 3 of 1993, to be discussed in the following section.

The principles of training, recognition, and teamwork form the human resource focus according to the DAC on TQM. Trained and knowledgeable workers are required to reduce the errors and mistakes in work, while recognition is expected to motivate employees towards continuous improvement. Theoretically the principle of teamwork had already been implemented with the expectation that it would affect the human resources approach of public sector organisations and that it would lead to changes in existing work practices.

Quality assurance, according to the circular, represents 'the prevention of quality problems arising in the production process of an output through planned and systematic actions' (Malaysia Prime Minister's Department, 1992:51). This was seen as involving quality inspections, and the planning of each stage of product design or process design or 'output planning'. In both the TQM literature and the DACs, training of employees is a crucial factor in affirming error-free output, and subsequently quality assurance.

Hence, DAC Number 1 of 1992 claims that the seven TQM principles outlined above will assist Malaysian government organisations in their efforts to create a conducive work culture that is central to implementing quality management in public service organisations. These principles are expected to create more awareness among employees and change work attitudes and improve work commitment. Ample examples of the implementation of these TQM principles through the objectives, structure, and improvement projects set by various departments are provided in the annual report issued by the Chief Secretary of the Government that outlines the various improvements and developments achieved in the public service. It is a huge task to study the effects of the implementation of the various programs that have been implemented under the rubric of TQM. It is a task that is beyond the scope of this thesis.

However, the last section of this chapter will present perceptions of two Training Groups comprising middle managerial officials from the Malaysian public service on the impact of TQM on several aspects of organisational performance. These perceptions will provide a general overview of the impressions of a selected group of public service officials on the quality management framework adopted in Malaysian public service organisations before proceeding on to the case study.

Guidelines on the Client's Charter

The seven principles outlined in the Development Administration Circular promulgated as a guide to TQM implementation in the Malaysian public service broadly outlined a philosophy which attempted to influence all aspects of human resources and the work environment. They were presented in the circular as critical in the successful implementation of TQM. Perhaps due to the importance of a strong customer orientation in the implementation of TQM, a separate circular on the principle of 'customer focus' was circulated by the government in 1993, DAC Number 3, titled 'Guidelines on Client's Charter'.

This circular defined the Client's Charter as,

... a written commitment made by a government department/agency in the deliverance of its outputs or services to its customers. It is an assurance by the government department/agency that outputs or services rendered will comply to the standards declared as quality standards. Generally, quality standards of outputs or services are standards that will fulfil customer needs and tastes (Malaysia Prime Minister's Department, 1993b:1).

This circular endorsed officially the aspect of customer focus in the implementation of quality management, and outlined the rationale for expected benefits of the implementation of the Client's Charter, as well as the mechanics of formulating and implementing a Client's Charter.

The issuing of separate circulars as guides for the implementation of Quality Control Circles and the Client's Charter may be seen as reflecting the importance accorded by the Malaysian government to the effective implementation of the two main concepts of quality management, teamwork and customer focus. The relationship between these concepts evident in the literature is a cyclical one. Continuous improvement with information obtained from the customers provides feedback to

the members of the QCCs, helping the work team focus on further improvement with the help of the new information obtained. Theoretically, this may then become a process of continuous improvement in the services provided by the organisation which would correspond to the third core concept of quality management.

The second major tool of quality management that contributes to significant organisational change in public service organisations in Malaysia then is the Client's Charter. As was outlined in Chapter Three, the concept of a Client's Charter or a Citizen's Charter in practice originated from public service reform programs implemented in several developed countries. In Britain the Citizen's Charter is now widely used. While in Australia, the concept has now been initiated at the federal level. In Malaysia, the implementation of the Client's Charter has been widespread and comprehensive. Since 1993, a total of 402 government agencies constituting 134 agencies at the federal level, 144 at the state level, 51 statutory bodies and 73 local authorities have formulated and implemented the Charter (Government of Malaysia, 1996a:89). The Client's Charter outlines the service delivery component in the organisation, and is a promise to the customers of the organisation that a certain service will be delivered in accordance with the set guidelines previously determined through examination of the requirements of the customers.

Substantial examples of the implementation of Client's Charters in various ministries and departments are again provided in the annual report issued by MAMPU on improvements and developments in the public service. In these reports positive outcomes have been attributed to the formulation, promotion and monitoring of the Client's Charter mechanisms.

Another review of the implementation of the Client's Charter initiative in the Malaysian public service points to the reduction in the number of public complaints

against those agencies that have successfully implemented the Client's Charter reflecting an increase in the level of customer satisfaction (Abdullah, 1995:60). This study also reported on the positive changes in the attitudes and commitment of employees in agencies that have implemented the Client's Charter.

The implementation of the Client's Charter mechanism is another aspect that will be analysed in detail in Chapter Six. Two survey reports of INTAN's Client's Charter conducted by the management at INTAN will be reviewed to identify the general impacts and implementation problems.

In summary, in the Malaysian public service an institutional framework has been adopted to implement quality management in public service organisations, guided by the DACs. The overall philosophy of quality management was drawn from the DAC on TQM, while the DACs on the QCCs and the Client's Charter provided the operational mechanisms for implementing quality management at the organisational level. The Government's efforts to induce a quality culture involved several other practices and activities that have been embraced by the Government with the objective of sustaining management strategies that focus on improving the quality of services delivered to the public. These include the Inspectorate of MAMPU, the Annual QCC Conventions, and the various awards presented by the Government in recognition of public service agencies that have excelled in the provision of quality services. The Inspectorate of MAMPU is entrusted with the task of monitoring the implementation of the DACs, while the annual QCC convention bring together those QCCs in a competition to recognise and reward the best QCC in the public service for the year. Among the various awards given out by the Government to recognise the performance of various departments, the Prime Minister's Quality Award for the Public Sector is viewed by the Government as the 'highest and most esteemed award' (Government of Malaysia, 1996b:686).

Although this summary of the various activities of the Government geared towards sustaining the quality management efforts in public service organisations is not comprehensive, it shows the range of activities undertaken by the Government in such an effort. It also shows certain similarities with that of some of the developed countries reviewed in Chapter Three especially in the area of employee recognition. The Charter Mark award in the case of Britain is similar to the quality awards presented to Malaysian public organisations. However, the evaluation of the recognition mechanisms adopted with the objective of sustaining quality management efforts is again beyond the scope of this thesis. Therefore, this chapter will continue with a discussion of the general impressions obtained from two groups of public service employees on the impact of quality management in public service organisations.

Perceptions from the Training Groups

Having provided an overview of the three main programs implemented under the rubric of quality management in the Malaysian public service, this chapter will now present the perceptions of the Training Groups. The objective is to provide a general overview of what these programs have meant to public service officials. The annual publications by MAMPU and the QCC Conventions held each year claim success in the implementation of quality management concepts in the public service. This research will, however, assess the general attitudes of public service employees on the impact of TQM as employees' perceptions could be seen as an indicator of the success or failure of reform initiatives.

The Training Groups consisted of middle managerial officials from the public service who were attending training courses at INTAN during June 1997. As mentioned in Chapter Four, the Training Groups are not representative of the whole Malaysian public service. However, their views are indicative of the general attitudes and outlooks of a selection of public service officials who have experienced and been involved in the implementation of quality management since its inception.

The information from the Training Groups was obtained through a short questionnaire distributed amongst them (methodology outlined in Chapter Four). They represented several different government ministries and departments including both federal and state government agencies. One common aspect was that they were all considered to be in the middle managerial level in the public service (Interviews 1 and 2). Both groups were highly educated and have spent a long period of time in the public service (43 percent had a Bachelors degree and 28 percent a Masters degree, while 91 percent had been in the public service for ten years and more). Furthermore a significant percentage of respondents (41 percent) claim to have been directly involved in implementing TQM in their respective organisations.

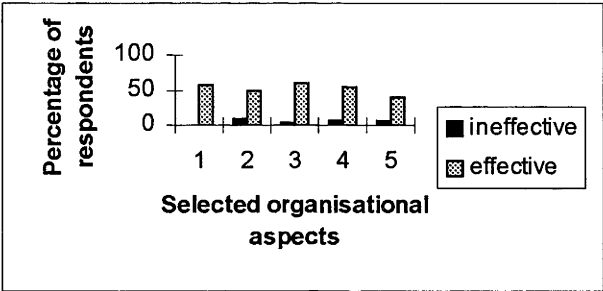
Here then is a sample of employees from the Malaysian public service, although not representative of the whole public service, who are in a position to provide some general perceptions and an overview of what the application of TQM concepts and practices has meant to them. It must be noted that a very high majority (91 percent) have experienced the era of quality management and a significant percentage (41 percent) were also directly involved in the actual implementation of TQM concepts. In addition, their high educational levels (71 percent with a college education) will perhaps provide a general perspective that is authoritative and informed on the application of TQM in the Malaysian public service.

Analysis of the data obtained from these two groups has been dealt with as one sample. Data was not broken down because the source of data was not representative and in any case the responses in both groups were similar. As already mentioned, both groups were middle managerial employees, educated and with substantial experience in the public service. Information obtained from these two groups provided some general views with regard to the application of government policies and practices pertaining to the implementation of quality management in the Malaysian public service. Initially it was expected that the participants of the Diploma in Management Science course may be more 'reform-minded' and positive with regard to the impact of quality management in the Malaysian public service because they were slightly younger in age than the Pre-Grade II course participants and subsequently may have 'seen' less of previous reform activities implemented in the public service. The researcher observed, however, that the perceptions between these two groups with regard to the potential benefits of group work and the impact of quality management on organisational efficiency and effectiveness were mainly similar.

Thus, the perceptions of the Training Groups were analysed in three main areas. One was their view on the impact of TQM on selected organisational aspects. These aspects included employee training; job satisfaction; work skill and knowledge; work recognition; and changes in work practices. As explained in Chapter Four, these aspects were chosen in light of the theoretical literature reviewed in Chapter Two. The second area was the Training Groups' perceptions on employee performance and organisational performance while the third focused on their comments on the impact of work improvement teams and the resulting organisational changes in general as a result of TQM.

The impact of TQM on selected organisational aspects as perceived by the Training Groups is depicted in Figure 5.7. A cursory glance at Figure 5.7 shows that the impact of TQM on the five organisational aspects selected has been viewed positively by the Training Groups. The aspects of training, improving work skill and knowledge, and work recognition have been considered very positively (over 50 percent of the Training Groups believed that TQM was effective on these aspects). In addition, a significant percentage were of the view that TQM was effective on the aspects of job satisfaction (48 percent) and changing work practices (39 percent).

Figure 5.7 **Impact of TQM on Selected Organisational Aspects: Perceptions from Training Groups**



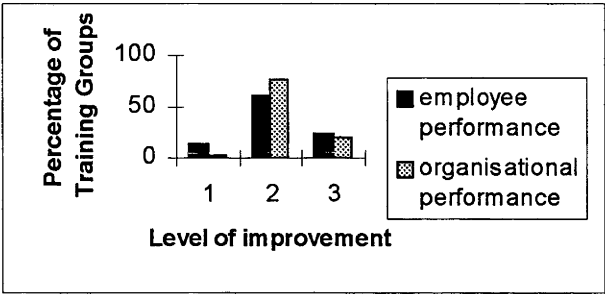
Notes:
 Selected organisational aspects:
 1. Employee training
 2. Job satisfaction
 3. Work skill and knowledge
 4. Work recognition
 5. Changes in work practices

Source: Information obtained from Training Groups’ questionnaires.

The Training Groups’ views on the impact of TQM concepts in improving employee performance and organisational performance represented the second area of study from the viewpoints of the Training Groups. Figure 5.8 depicts the perceptions of Training Groups on the level of improvement achieved in employee and organisational performance as a result of TQM. The data show that a high percentage of members of the Training Groups perceived that there had been

‘some improvement’ in both the performance of employees and performance of the organisation. A significant minority also believed that there had been ‘substantial’ improvement in employee and organisational performance (24 percent stated that there was ‘substantial’ improvement in employee performance, and 19 percent were of the view that there was ‘substantial’ improvements in organisational performance).

Figure 5.8 Effectiveness of TQM on improving employee and organisational performance: Perceptions from Training Groups



Notes:
Level of improvement
1. Very little improvement
2. Some improvement
3. Substantial improvement

Source: Information obtained from the Training Groups’ questionnaires.

These findings will be compared with the data obtained from the questionnaires distributed to employees at INTAN to both managerial and non-managerial staff. The views of the Training Groups on the effects of work improvement teams implemented under TQM also provide a general overview of the impact of TQM in the Training Groups’ respective departments.

In this regard, the Training Groups revealed overall more positive responses than negative ones with regard to the impact of work improvement teams. Positive responses from participants included perceived improvements in employee

participation, increased work skill and knowledge, more collaboration among departments, better input towards decision making, and innovation for improvement. Individual responses²⁰ indicated that work improvement teams resulted in:

- 'better work performance';
- 'more collaboration among the agencies or interdepartmental network';
- 'faster work, *esprit de corp*, work satisfaction - high. Good networking with other group. Difficult matter could be effectively dealt with and working papers such as reports could be prepared on time';
- 'they really contribute and find ways to improve whatever steps that can be improved. They act as a check/team for improvement';
- 'work done more effectively. Teams accept changes better as they can see the benefit. Work improvement teams very important to maintain the standard and high quality of service';
- 'streamline the procedure and workflow. Clear demarcations of duty/power. Every staff have a chance to register their idea. Documenting all procedure and office manual. Changing the habits or attitudes not that easy to accept. Telling people the way that 'old days' are wrong';
- 'groups or teamwork seemed to be improved, thus increased productivity and result. At the same time it will enhanced the feeling of self-belonging amongst the group members and this will generate them to work together as one towards achieving the organisational goals';
- 'more easily to communicate. No barrier between high/lower level. Every body knows how or what are their function and rights. Sometimes if the relationship are too close will create new problem which difficult to control staff';
- 'work improvement teams (QCC) able to identify various problems faced by one customer and they early remedial measures to overcome them. This will lead to better customer satisfaction and at the same time enhance the department's image in the eye of the public'.

Clearly, the perceptions of the Training Groups on the impact of QCCs on public service organisations were positive. However, several negative responses were obtained which focused mainly on QCCs being too time-consuming and overly

²⁰ These comments have not been edited and have been presented in the form that have been written by members of the Training Groups on the questionnaire sheets.

concerned with procedural aspects. A sample of such responses indicate individuals feeling that work improvement teams resulted in:

- 'more work';
- 'work improvement team not properly guided. A lot of time wasted on procedural aspects';
- 'time-consuming, can't concentrate on the personal work. Costly in preparation of document, presentation';
- 'work done strictly follow procedures and regulations';
- 'a lot of paper-work, and time consuming';
- 'work improvement teams such as QCC has been introduced in more organisations, but only to lower level and the top level do not give much attention to it and it died off'.

This sample of negative responses presented above reveals inherent problems in the implementation of QCC in public service organisations in Malaysia. Among these responses, the most frequently cited complaints were that QCCs created more work and were perceived to be too time-consuming. This perhaps portrays the feeling among the employees that QCCs have added an extra layer of bureaucratic procedures in public service organisations.

Finally, the Training Groups' perceptions on organisational changes were gauged from the responses obtained to the question, 'what major organisational changes could be identified as a result of TQM?' The responses obtained to this question showed that the members of the Training Groups felt that there were several positive changes in terms of attitude change, work culture, training and teamwork and a general change in the organisational culture.

Examples of some comments that portrayed that TQM had brought about a change in attitude amongst staff and a change in the work culture are the following:

- 'everyone in our organisation is very conscious about quality and everyone contributes';
- 'organisational culture especially in the area of attitude development, and it depends on our values. If we respect the good values such as trust, responsible, hardworking and discipline and practice it, so we will have a positive attitude towards achieving success and ways of improving quality';
- 'teamwork spirit very impressive. Job satisfaction among staff. Well educated staff. Proper training program for all levels of staff. Good working environment and healthy relationship among the staff';
- 'changes in work practices and environment in work place, where everybody is reminded on TQM and everybody has to know what he is doing in contributing to TQM practices'.

In addition, several comments centred on the impact TQM has had on instilling a sense of teamwork and the subsequent impacts teams have had on improving employee relations and morale. The following are examples of some such comments:

- 'the teamwork and *esprit de corp* is very high';
- 'more teamwork, dedication, teambuilding, adherence to land rules and national land codes';
- 'teambuilding, productivity and quality increase, increase image of department, customer satisfaction';
- 'involvement by fellow workers in discussing and resolving problem arising. Productivity increased, relation between workers improved';
- 'increase cooperation among the officers in doing the job as a team. Minimise conflict through effective and better communication. Good flow of information';
- 'employees started to work in teams. Better results are obtained as a result of teamwork. Better quality of work as a result of teamwork'.

To summarise, the most commonly cited organisational changes from the perceptions of the Training Groups were changes associated with teams in the organisation. The impacts on the organisational culture are mirrored in the use of terms such as 'team spirit', '*esprit de corp*', 'empowerment', 'good working

environment and healthy relationship between employees', and 'more careful in dealing with the public'. These statements perhaps indicate the existence of an organisational culture that is team oriented and focused on the customer, at least among the participants of the select groups. As mentioned above these two concepts of team work and customer orientation comprise major TQM principles that are generally regarded as crucial in instilling the process of achieving quality service.

Although these Training Group surveys are not representative of the Malaysian public service, they may be taken as indicative of the effects of quality management in the public service. These views also present a backdrop to the discussion that will follow in the next chapter.

Conclusions

This chapter has presented an overview of the administrative reforms in the Malaysian public service and outlined the context of quality management in the public service. A distinctive theme of administrative reforms from the 1990s has been the 'inculcation' of positive values among employees and the introduction of systems and procedures that are expected to produce quality services. These are reflected in the DACs introduced since 1991.

From an overview of the DACs it was concluded that there was a discernible set of policies and guidelines which form the basis of a quality management framework in the Malaysian public service. This framework comprised three aspects. First was the principles provided in the TQM circular which provided the broader quality management framework. The second was the institutional structure identified in

Figure 5.1, and the third, the procedures and processes associated with the implementation of the various aspects of quality management namely, the QCCs, Work Teams and the Client's Charter. The seven principles of TQM (support of top management; long term strategic plan on quality; customer focus; training and recognition; performance measurement; and quality assurance) provided the overall philosophy for the creation of an environment conducive to the continued implementation of quality management in public service organisations. The Client's Charter, QCCs and Work Teams through the use of task forces provided the operational mechanisms for the implementation of, for example, the concepts of team work and customer orientation.

In the chapter it was pointed out that an attempt was not made to undertake an evaluation of these three programs or several other programs outlined through the DACs as reflected in Table 5.1, as this was a huge task and was beyond the scope of this thesis. This chapter, however, reviewed three main DACs that form the core of the quality management framework in the Malaysian public service and provide the institutional context and the 'rhetoric' in the implementation of quality management.

The perceptions of the Training Groups were generally positive with regard to the impact of quality management in the Malaysian public service. The impact of TQM on the aspects of employee training; job satisfaction; work skill and knowledge; work recognition; and changes in work practices were seen to be 'effective' by the Training Groups. A very insignificant percentage reported the impact of TQM on these aspects as 'ineffective' (Figure 5.7).

Overall, the Training Groups felt that TQM practices had led to 'some improvement' on organisational performance and employee performance in their respective

organisations. A significant percentage also stated that there were 'substantial improvements' (Figure 5.8). The impact of work improvement teams and the impact of TQM on organisational change were also mostly perceived positively by the Training Groups.

These perceptions, however, are from middle managerial employees in the public service and have been presented to provide some general views on what the circulars on TQM, QCCs and the Client's Charter have meant to public service officials in general. A minority are heads of departments, which means that their promotion depend on how well they have implemented the guidelines provided in the DACs in their respective departments. The Inspectorate Teams of MAMPU had over the years visited organisations where the head of departments were due for a promotion and made recommendations to the government on the progress of the implementation of the DACs (Interview 6). Hence, considering the nature of this Training Group, the tendency exists for reporting positive outcomes with regard to administrative reform programs.

The next chapter will provide the perceptions of both managerial and non-managerial staff at INTAN to provide a more substantial basis for analysis of the impact of TQM practices. The case of INTAN will be presented in detail with an analysis of specific operational mechanisms of quality management namely the QCCs and the Client's Charter.

Chapter 6

ORGANISATIONAL IMPACT OF QUALITY MANAGEMENT: THE CASE OF INTAN

In Chapter Five, an account of the implementation of quality management concepts and techniques in the Malaysian public service was presented and a general assessment of the implementation of these concepts was made. This discussion identified four general findings at the macro level.

1. There is a discernible set of policies and guidelines that form a quality-management framework for the implementation of quality management in the Malaysian public service;
2. Two main programs may be identified that underpin organisational change in the Malaysian public service with the implementation of quality management. These are, the Quality Control Circle (QCC) program and the Client's Charter program;
3. Findings from the two Training Groups have shown that there was considerable awareness among employees in the Malaysian public service with respect to major concepts and practices of quality management;
4. The Training Groups perceptions in general were positive with regard to the impact of TQM on public service organisations.

More detailed analysis of quality management policies and programs is required, however, at the organisational level before specific conclusions could be drawn as to the impact of quality management on aspects pertaining to human resources and subsequent organisational changes. This chapter will attempt to do this by examining the implementation of these policies in the National Institute of Public Administration (INTAN). INTAN is an organisation in the Malaysian public service with the broad mandate of training public service officials. In this sense it is perhaps

a central organisation in the Malaysian public service framework especially in relation to programs of change.

By examining and analysing aspects of quality management at INTAN, this chapter will answer research questions Five and Six proposed in the introductory chapter of this thesis: have the concepts of team work and customer orientation been institutionalised through QCCs, Work Teams and the Client's Charter; and, how do employees perceive the impact of quality management on employee training, work skill and knowledge, work changes, team work, job satisfaction, work recognition, employee relations and morale, employee involvement and impact on the customer, employee performance, and organisational performance?

With this aim in mind this chapter will focus on four main topics in the context of INTAN. They are:

1. The quality management framework at INTAN;
2. Organisational changes discernible under quality management, and the impacts of these organisational changes;
3. Assessment of the impacts of quality management at the organisational level through the views of INTAN employees on selected organisational aspects;
4. Conclusions that may be drawn from the research findings.

At the outset, the chapter will provide a brief overview of INTAN, and its activities to provide the context for the discussion of these four topics.

Overview of INTAN

INTAN had its beginnings in the 'Staff Training Centre' established in 1959. A decade later, the training needs of the government were reassessed in the 'Training for Development in West Malaysia' report alluded to in the previous chapter. One of the recommendations of this report was to rename the 'Staff Training Centre' as the National Institute of Public Administration. Hence, on 1 September 1972, INTAN was officially declared open. The core objectives of this institute were:

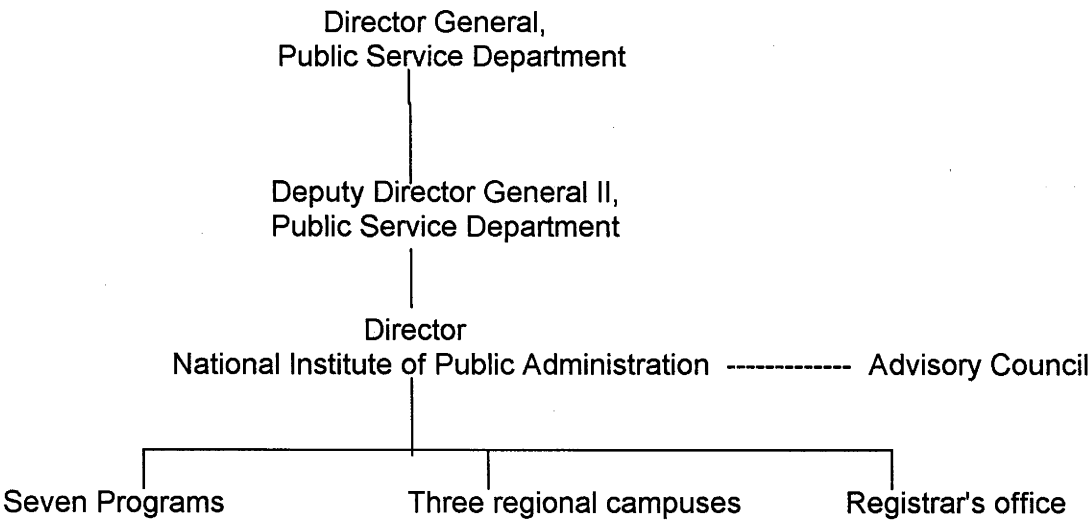
1. To improve the administrative system to ensure effective implementation of national policies and programs;
2. To enhance the knowledge, skills and understanding of government officers;
3. To promote a deeper understanding among the civil servants of their roles and the implications of government actions on the nation's political and socio-economic system; and
4. To promote progressive approaches and inculcate positive attitudes among civil servants performing leadership roles as primary agents of change in Malaysia's multi-racial society (INTAN, 1997a:5).

When the institute was established, it had three divisions: the general administration department; the studies department; and the research and consultancy division. Over the past 25 years INTAN has grown in scope and size. The number of courses conducted in 1972 were 123 with a total of 2124 participants. By the end of 1996, the number of courses conducted had increased to 1008 with a cumulative participation of 41,725 (INTAN, 1997a:54).

The organisation structure of INTAN in 1997 is represented in Figure 6.1. The seven major programs at INTAN divide the main tasks of the institute on a functional basis. These seven programs are:

- 1. Management development and quality;
- 2. Advanced management, executive development and publications;
- 3. Economic development and policy management;
- 4. Informational technology;
- 5. Training and media development;
- 6. Financial management;
- 7. Language and international program (INTAN, 1997b:9).

Figure 6.1 **Organisation Structure of the National Institute of Public Administration**



Source: INTAN, 1997a. *INTAN: milestones of success* ', INTAN, Kuala Lumpur:36

Within the public service INTAN is administratively placed under the jurisdiction of the Malaysian Public Service Department, whose head reports to the Prime Minister of Malaysia.

Quality management at INTAN

As discussed in Chapter Five, since 1992, with the implementation of the Development Administration Circulars (DACs) in the Malaysian public service, a series of guidelines focussing on administrative improvements have been implemented in the public service. The 'Q Suggestion Systems' and the 'Quality Day' are examples of this implementation. Taken together these policies and programs outlined in the DACs provide the philosophy of quality management in the Malaysian public service.

Hence the quality management framework in the Malaysian public service may be represented in a three-tier framework. The first is the philosophy of quality management that is derived from the overriding principles stated in the DAC on TQM. The second tier of the quality management framework is the institutional structure which consists of the 'steering committee', the 'coordinating committee and task force' while the third tier is seen in the main processes of implementation which underpin organisational change. These are the Client's Charter, the QCCs and Work Teams.

INTAN was amongst the first organisation in the Malaysian public service to begin to implement the quality program. The *INTAN Quality Guide Book* published in March 1993 outlined the quality management structure to be used at INTAN. The institutional structure for quality management at INTAN comprised the 'quality steering committee',

‘the coordinating committee and the task force’ and the QCCs. This structure coincides with the institutional structure suggested in the Development Administration Circular for the implementation of quality management in Malaysian public service organisations. Figure 5.1 in Chapter Five illustrated this institutional structure.

According to the *INTAN Quality Guide Book*, the ‘quality steering committee’ is responsible for managing quality and productivity at INTAN. Its functions are: to plan quality improvement programs; to decide on the policies and strategies to achieve the objective; to coordinate and monitor quality improvement actions; and to evaluate the effectiveness of quality improvement actions (INTAN, 1993:14).

The ‘steering committee’ comprises the Director of INTAN and heads of all the programs (INTAN, 1993:14). So the ‘steering committee’ is not only the highest body responsible for the initiation and implementation of quality management at INTAN, but also has in its membership the leaders of the organisation who have the authority to make the program work.

The ‘coordinating committee and task force’ integrates all quality management activities in all branches of INTAN. The members include the heads of programs at INTAN headquarters in Kuala Lumpur, as well as the Directors of the North, South and Eastern regional campuses (INTAN, 1993:14). Several Work Teams have also been established to assist the Committee. These Work Teams take the form of task forces. Each is entrusted with a specific task of examining problems identified by customers and proposing solutions. In addition, QCCs form an integral part of the quality management structure. According to the quality management institutional structure proposed in the *INTAN Quality Guide Book*, QCCs are an integral part of work

improvement in all programs, sections and units of INTAN. Their membership comprises of both managerial and non-managerial staff at INTAN.

Although the writings of the quality management theorists do not directly refer to the formation of specific institutional structures, the Malaysian approach reflects the view that a suitable way of implementing management concepts in organisations is through the establishment of institutional structures to facilitate implementation. The next section will identify the main quality management programs that underpin organisational changes at INTAN, to discuss the impacts of such programs.

Organisational changes and their impacts

According to the theoretical literature reviewed in Chapter Two, and the DACs discussed in Chapter Five, the main principles attributed to quality management in the international literature that also seem to underpin organisational change policies in the Malaysian public service are the principles of 'teamwork' and 'customer orientation'.

In both the prescriptive literature and in the Malaysian policies, the principle of 'teamwork' and the subsequent formation of teams are expected to involve employees at all levels of the organisation to improve work processes and to improve the productivity of the workforce, and increase efficiency of the employees. At INTAN, the concept of 'teamwork' is most evident in the implementation of the QCCs. The 'work teams' convened as task forces by the Coordinating Committee, however, also represent a mechanism by which teams are formed with the aim of improving services delivered at INTAN.

In general the principle of 'customer orientation' implies a need to establish in the organisation a mechanism that may assist the organisation to gauge the needs and requirements of its customers and make subsequent improvements to the products and services delivered. The international literature in this regard points out that the features of the products delivered should meet the needs of the customers, for the products to be of good quality (Juran, 1988:2). At INTAN, the aspect of customer orientation is manifested mainly in the implementation of the Client's Charter.

In the literature reviewed in Chapter Two, inculcation of the concepts of 'customer orientation' and 'teamwork' through the implementation of the Client's Charter, QCCs and Work Teams was seen to represent a change in the organisation that is in contrast with the traditional organisation systems. The traditional organisation system may be viewed as hierarchical and 'top-down', where all decisions are taken at the top, while the staff in the organisation have little or no role in the decision making process. One of the foci of the fieldwork conducted for this study was to determine how INTAN, as an organisation system, changed with the implementation of quality management principles. As noted above the decision to implement quality management and subsequently the Client's Charter and the QCCs in the Malaysian public service were made at the top and instructions were issued through the Development Administration Circulars for the implementation of these principles. In this respect public service organisations in Malaysia demonstrate many characteristics familiar from studies of traditional hierarchical organisations. However, what seems to have changed is the aspect of employee participation in the decision making process that may have been achieved through the implementation of QCCs and Work Teams and the usage of the service recipients' or customers' views to improve the products and services delivered by the organisation. In this regard the potential of quality management concepts

perhaps lies in their capability to change and transform such traditional bureaucracies by involving employees in the decision making process and thereby addressing the needs of the 'internal' customers, and taking into account the needs of the 'external' customer as well. Therefore, the extent and scope of organisational transformation through quality management practices as realised in practice will be the focus of discussion in this section.

This section will first discuss the implementation of QCCs and Work Teams and examine the possible impacts of QCCs and Work Teams at INTAN. Second, this section will discuss the implementation of the Client's Charter mechanism for improved customer satisfaction and assess its impact on the organisation.

QCCs

The review of the DAC Number 7 of 1991, in Chapter Five, disclosed the intended nature of QCCs to be implemented in the Malaysian public service. QCCs in this context do not seem to be any different from those espoused by Ishikawa, and basically represent a voluntary group of around six employees who meet to discuss and propose solutions to problems identifiable within the organisation.

To understand the processes involved and the breadth and scope of activities undertaken in the functioning of QCCs at INTAN, two QCCs from the Printing and Graphics Unit within the Advanced Management, Executive Development and Publications Program were reviewed. One was established in 1993, named 'KMK

Senireka' which means the 'Design QCC Group', and the other was formed in 1996 named 'G.O.F 10'. The 'G.O.F 10' stands for group of ten persons and was an amalgamation of the Design QCC Group mentioned above and two other QCCs within the Printing and Graphics Unit (Interviews 7 and 8). Because of the similarities in the functioning of these two QCCs, the tasks of only one will be detailed in the following discussions.

The Training Officer at INTAN, in charge of training public service officials in the methods and techniques of QCCs, claimed that the activities of QCCs are generally conducted in accordance with the 'Plan, Do, Check, and Action (PDCA)' system (Interview 5). The PDCA system discussed in Chapter Five involves four stages. To summarise, the 'planning stage' involves identifying problems or projects. The 'doing stage' involves analysing and proposing potential solutions, and presenting the proposal for the management's decision and approval, as well as implementing the proposals. The 'checking stage' entails monitoring and reviewing the implementation of the approved proposals, and the 'action stage' involves the process of standardisation of the improved processes across the whole organisation. Final implementation of the standardised process is carried out after monitoring and reviewing the proposed improvements to ensure that genuine improvements have been made from the proposals of the QCC group. In the 'planning stage' of actually identifying and selecting the problems or projects that need to be tackled by the QCC, a brainstorming session is conducted to identify the most pressing issues. In this regard, the 'G.O.F 10' group identified wastage of paper in the printing process as the most urgent problem.

In the 'doing stage' the analysis of the problem starts with identifying the root causes of the problem and for this the '5W and 1H' method is used. This method asks 'what,

when, where, why, who and how' these problems occur. As an example, the '5W and 1H' method used in the case of the paper wastage problem identified in the printing process by the 'G.O.F 10' group is depicted in Figure 6.2.

Figure 6.2

The '5W and 1H' Method

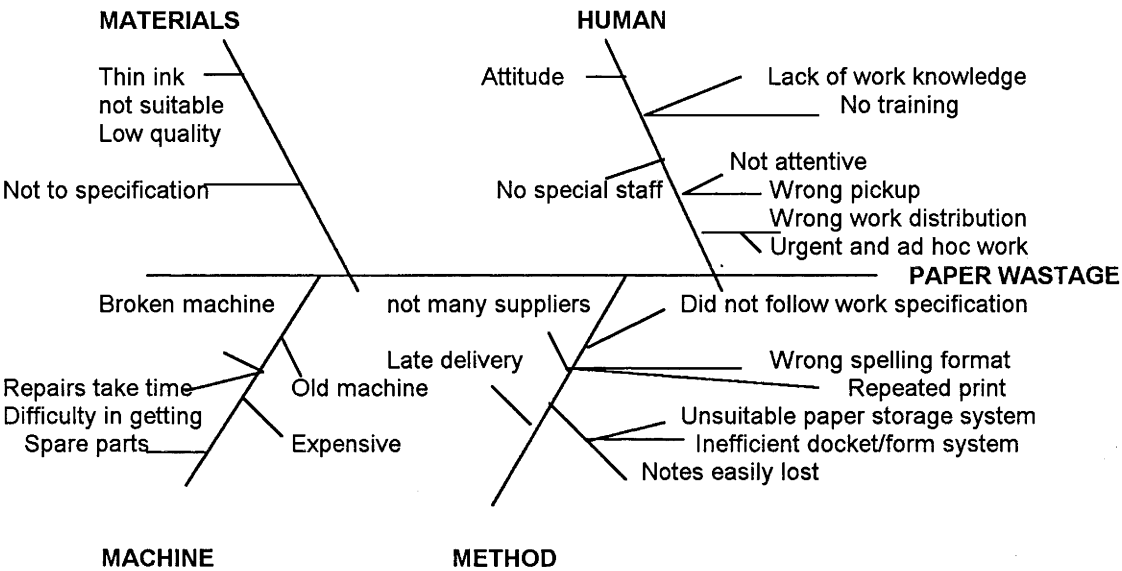
WHAT is paper wastage	Wastage is the excessive use of paper including all types of paper. Eg: simili, art card, art paper, mart art, and bond paper.
WHEN does it occur	During offset and photostat work.
WHERE does it occur	In the offset and photostat of the printing unit.
WHY does it occur	No guidelines; lack of understanding on the part of the client; lack of skill by workers; no special place; no systematic work process; lack of machine and equipment maintenance.
WHO are involved	Staff in the printing and graphics unit.
HOW does it happen	Repeated work; notes easily lost; no systematic planning.

Source: INTAN, 1996a. Teks persembalan KMK kumpulan G.O.F.10: pembaziran kertas dalam proses percetakan (QCC presentation text G.O.F.10 group: wastage of paper in the printing process), INTAN, Kuala Lumpur:6.

Once the problem is selected and the root causes of the problem identified, data is collected by the members of the QCC and the problem is then explained in detail using the 'cause and effect' diagram, also called the 'fish bone' diagram. The 'fish bone' diagram depicted in Figure 6.3 represents the application of one of the techniques of quality management identified in the theoretical literature in Chapter Two. As the name implies, a diagram is drawn in the shape of a fish bone. The main horizontal line in the middle represents the main problem. In the case of the 'G.O.F. 10' group it is paper wastage in the printing process. The lines that emanate laterally from the main line classify the potential factors that caused the main problem in major categories:

problems caused by humans; by materials; by methods; and by machines. These main causes are classified into sub-causes. The ‘fish bone diagram’ developed by the ‘G.O.F 10’ Group for the case of paper wastage in the printing process is reproduced in Figure 6.3.

Figure 6.3 ‘Fish Bone Chart’: Paper Wastage in the Printing Process



Source: INTAN, 1996a. Teks persembalan KMK kumpulan G.O.F.10: pembaziran kertas dalam proses percetakan (QCC presentation text G.O.F.10 group: wastage of paper in the printing process), INTAN, Kuala Lumpur:19.

The reasons cited in the fish bone diagram are then narrowed down with the help of data collected over a period of time and the most frequently cited reasons are listed. Hence, the data collected by members of the ‘G.O.F. 10’ registered four main reasons why paper was being wasted. These were: employees were not following work specifications; the paper storage system was unsuitable; the docket/form system for requesting print jobs was ineffective; and there was a lack of work knowledge. The resolution proposals suggested after a brainstorming session of the QCC to alleviate

these four main problems included the revision of the work flow chart, introduction of a numbered card to be used with the existing request forms; and amendment of the actual work docket (INTAN, 1996a:20).

The implementation of these resolutions was followed by an evaluation of their effectiveness to resolve the problem of paper wastage in the printing unit. Data collected over a period of one month registered direct benefits in terms of costs incurred in the waste of paper with a saving of 1080.36 Malaysian Ringitt. This was a saving of 77 reams of paper per month (INTAN, 1996a:47).

As outlined in the 'G.O.F 10' report, significant improvements in work procedures were achieved as a result of the QCC, with substantial savings in monetary terms. The immediate effect of this paper saving exercise was calculated in monetary terms and the conclusion reached was that if these improvements were sustained, this could save the organisation a substantial amount of money over the long run. In addition, the 'G.O.F 10' group had enabled the involvement of the employees themselves in the discussions to identify potential problems in the unit and to make suggestions for improvement. Furthermore, improvement of the quality of service in the Printing Unit could be maintained in the long run by sustaining the improved functioning without reverting back to the old system of inefficiency and ineffectiveness.

However, the long-term effects of QCCs will depend on their capability to continue functioning in the organisation and to involve employees in improving the work processes thereby improving the efficiency and effectiveness of the organisation. Hence, for QCCs to be effective towards achieving the organisational goals set, they need to be widespread across the whole organisation. This does not seem to be the

case at INTAN. This was realised when the researcher requested to sit through one of the QCC meetings and was informed that not a single QCC was functioning at that time at INTAN. Further inquiries revealed that none of the QCCs met in the first half of 1997.²¹

Hence, the impact of QCCs on INTAN maybe summarised as follows. QCCs at INTAN have been successful to the extent they had achieved the objective of identifying potential solutions to the problems highlighted within the context of the QCC and these proposed solutions had been successfully implemented. For example, the 'G.O.F 10' Group showed that this QCC brought about cost-savings for the organisation, and enabled employees in the Printing Unit to participate in identifying potential problems within the unit, and to propose solutions. However, it was also found that QCCs at INTAN are neither widespread nor permanent. This is also reflected in the survey questionnaires distributed at INTAN which showed that a majority of the respondents (52 percent) stated that they had never participated in a QCC.

While the theoretical literature discussed in Chapter Two alludes to the importance of the quality circles as part of an ongoing program of improvement in an organisation, in practice quality circles do not seem to have been instilled at INTAN as an ongoing program of improvement. The paper saving exercise conducted by the 'G.O.F 10', for example, represents an issue that is open to criticism with regard to the hours of work and the bureaucracy required to carry out the functions of this QCC. One program

²¹ The exact reason for the non-existence of QCCs is vague. Conversations with some heads of programs and staff at INTAN regarding this leads to the answer that 'we are now implementing ISO 9000'. One of the program heads at INTAN stated that QCCs are now convened only in response to the Government's call for the Annual QCC Convention, and this year perhaps a QCC had not been convened because such a circular had not yet been issued by the Government (Interview 9).

head, commenting on the activities of the QCCs stated that most of the issues handled by QCCs in general could be discussed directly with the head of section and implemented immediately, without wasting excessive time and money (Interview 9). Furthermore, as mentioned in the preceding paragraph, in INTAN, QCCs were usually convened when the annual QCC convention is called for by the Malaysian government. The fact that no QCC had been convened upto June for the year 1997 reflected the impermanent nature of their existence.

At INTAN, the principle of 'teamwork' was also implemented through Work Teams in the form of 'task forces'.

Work Teams

Work Teams represent another manifestation of the concept of 'teamwork' at INTAN. They take the form of 'task forces' set up by the Coordinating Committee at INTAN. These 'task forces' were different from the QCCs in two ways. First, QCCs comprised voluntary participants from within programs or sections and focus on problems that they themselves identify in carrying out their day to day activities. Second, the detailed problem solving methods utilised in QCCs described in the preceding section were not evident in the case of 'task forces', and hence the functioning of the QCCs were different in this respect.

Task forces are set up by the management at INTAN after a problem or an issue is identified usually as a direct outcome of customer complaints. The mandates of the task forces are broader than those of QCCs and focus on aspects pertaining to the

general functioning of INTAN. Figure 6.4 lists some task forces that have been set up at INTAN. Interviews with managers and participants indicated that the establishment and functioning of such 'task forces' had contributed to alleviating problems identified by course participants and other potential customers of INTAN. A review of a report of the task force on efforts to improve quality of services at INTAN will highlight this point.

Figure 6.4

Work Teams at INTAN

1. Task force on quality improvement
2. Task force on food quality improvement
3. Task force on measurement and improvement of productivity
4. Task force on improvement of inventory control
5. Task force on work quality group
6. Task force on work procedure manual and desk file
7. Task force on corporate culture of INTAN
8. Task force on environment beautification
9. Task force on internal audit

Source: INTAN, 1993. Buku panduan kualiti INTAN (INTAN quality guide book), INTAN, Kuala Lumpur:15.

In 1995 a 'task force' was established on the directive of the Director of INTAN. The establishment of the 'task force' was a direct result of a report based on the evaluation of the level of services by course participants at INTAN who were the main clients of INTAN. Hence, the mandate of the 'task force' was to evaluate the level of the quality of services at INTAN and to propose steps for improvement.²²

The 'task force' began its work after visiting the Malaysian Customs Academy, the Department of Town and Country Planning, and the Domestic Division of INTAN for the

²² Information that follows on the working of this 'task force' was obtained from an unpublished report of the task force available in Malay, INTAN, 1995a. Laporan pasukan petugas mengenai usaha peningkatan kualiti perkhidmatan di INTAN (Report of the task force on efforts to improve the quality of services in INTAN), INTAN, Kuala Lumpur.

purpose of identifying the standards of service set at these organisations. Based on the discussions held on these visits the 'task force' decided that the evaluation report by INTAN course participants would be used as the basis for discussion. It also decided initially to limit emphasis of the discussion on three main problems identified by course participants. These were: the problem of hostel registration outside the registration times; equipment and facilities in the hostel rooms that were not functioning or not in a satisfactory condition; and, the quality of service in the dining hall (INTAN, 1995a:2).

The 'task force' held discussions to identify the source of each of these three problems. For example, the sources of the first problem, that is, problem of hostel registration outside registration times were identified as follows:

1. Hostel management was not informed of the arrival times of course participants;
2. Course participants were not informed of the procedures;
3. Insufficient and unclear signs on the campus;
4. Person on duty at the reception counter was not present;
5. Participants don't know how to contact the person on duty;
6. There was no telephone at the registration counter (INTAN, 1995a:2).

Corrective action recommended in the report of the task force focused on each problem in turn. To continue the example of the problems identified with hostel-registration, the 'task force' proposed the following actions:

1. Hostel registration should also be made through mail;
2. All offer letters for courses should contain clear information on registration procedures;

3. Course secretariat should provide the Domestic Division with information on dates of the course, the number of participants requesting hostel room, and the registration times for participants;
4. A Project Coordinator / Project Officer should be present at the counter during registration times;
5. Phone numbers of those on duty should be displayed at the registration counter;
6. Clearer signs should be provided to direct participants; and
7. A telephone should be provided at the registration counter (INTAN, 1995a:3).

The recommendations of such task forces referred to above are taken up by INTAN's Management Council, which is basically also the Steering Committee on Quality and Productivity, where the recommendations are approved and implemented (Interview 12). Citing the example of the hostel registration issue again, the researcher found that as a result of the recommendations made by the 'task force' to INTAN's Management Council, clearer signs have now been posted to assist course participants on campus. A telephone has also been installed at the registration counter that would enable those arriving to contact the duty officer if not available at the counter. The implementation of the recommendations of the 'task force' has resulted in incremental improvements in the quality of services provided by the organisation as suggested by INTAN's customers in the client survey.

Therefore, such task forces have proven useful as one method by which INTAN takes into account the needs and expectations of its clients. While the QCCs discussed in the preceding section reflect how the organisation involves employees to address the needs of its internal customers, the task forces provide a technique by which employee participation is obtained for addressing the demands of the external clients. These techniques are drawn from quality management concepts and are used to

operationalise the involvement and participation of employees as a means of achieving 'quality' outcomes.

The potential effects of the QCCs and Work Teams in the quality management framework at INTAN, will be discussed in greater detail in a later section, when discussing the findings of the employees' survey questionnaires. This section will continue to examine the implementation of the concept of 'customer orientation' through the Client's Charter mechanism.

The Client's Charter

While the QCCs and the Work Teams through 'task forces' represent techniques which attempt to address the internal and to some extent the external needs of the clients at INTAN, the Client's Charter may be seen as the instrument that conveys the message of 'customer orientation' to the public.

In the context of public service reform in Malaysia, the implementation of the Client's Charter explained in Chapter Five and the subsequent Client's Charter surveys represent the main method by which the needs, requirements and expectations of an organisations' external customers are gauged. The external customers are INTAN course participants and government organisations, with internal customers being the employees at the INTAN and its various regional branches (INTAN, 1993:3).

As mentioned in Chapter Five, the Client's Charter is a promise or a pledge to an organisation's customers that certain standards will be maintained in the services delivered. The Client's Charter at INTAN is reproduced in Figure 6.5.

Figure 6.5

INTAN's Client's Charter

We promise to

1. Implement quality and practical training projects to fulfil current needs and requirements based on the schedule decided;
2. Inform clients about INTAN's scheduled training projects at least one month before its commencement;
3. Provide complete latest and easily available library reference materials;
4. Ensure that support services like food preparation, accommodation, transport and lecture equipment are available at the requested time;
5. Ensure that facilities like lecture halls, lecture rooms, meeting rooms and sports field/courts are suitable for use;
6. Ensure that all inquiries and complaints are acted upon within 24 hours after being reported.

Source: 1995b. Laporan kajian mengenai pencapaian piagam pelanggan INTAN bagi jawatankuasa kualiti JPA (Report on the study of the achievement of INTAN's Client's Charter for the Public Service Department's quality committee), INTAN, Kuala Lumpur:10.

The Client's Charter at INTAN was promulgated in 1993, and in 1995 a study to assess the effectiveness of the charter was undertaken by the management at INTAN. The 1995 study on the achievement of INTAN's Client's Charter was conducted with the objective of identifying the extent to which INTAN had managed to fulfil the promises stated in the Client's Charter. The study also sought to obtain the opinions and

suggestions of INTAN's clients to improve the services provided as stated in the Client's Charter.²³

The findings of the above-mentioned study were as follows:

1. 91.7 percent of the respondents stated that they were aware of the existence of INTAN's Client's Charter;
2. 84.8 percent of the respondents stated that the promises contained in the Client's Charter were fulfilled. The average level of client satisfaction was 6.26 on a scale of 1 to 10. The aspects of the Client's Charter that was most fulfilled, in order of priority were, library services, satisfactory support services, and the training aspect *per se*;
3. Aspects of the Client's Charter that were not fulfilled in most instances, in order of priority as listed by the respondents were that bus and hostel room conditions were poor, lecture rooms were not adequately equipped with training equipment and facilities, and late response and general difficulties in getting services (INTAN, 1995b:1-2).

Several suggestions for improvement of services at INTAN in all seven aspects of INTAN's Client's Charter were provided by the respondents. The feedback obtained was circulated to all units and personnel involved. Furthermore, several ongoing improvement actions followed from the suggestions in the survey. This included the allocation of 'Kiara Point', one of the major student hostels, as the focal point for handling all complaints immediately. Action was also taken to improve the quality of hostel rooms and the quality and infrastructure of lecture rooms (INTAN, 1995b:4).

Hence, the Client's Charter survey conducted in 1995 showed significant gaps in the expectations of the course participants and the actual services delivered by INTAN.

The action taken on the suggestions made by the respondents showed that the Client's

²³

The study was conducted with the assistance of a questionnaire distributed to the participants of the Diploma of Public Administration course, Diploma in Management Science course, General Induction and the Social Science Research Methodology course and the Statistical Analysis course held at INTAN. The questionnaires were distributed in October and November 1995 and a total of 145 respondents replied.

Charter had considerable potential to assist in future improvements in the quality of courses conducted and the services provided to course participants.

Further remedial action by the INTAN management since the 1995 Client's Charter survey was an indication of the subsequent action taken to ensure that quality improvements were long lasting. Four areas of action reported in the 1996 Client's Charter report are worth mentioning. They are undertakings to:

1. Provide an action checklist report is to be taken by all sections to improve the products and services of INTAN in meeting client requirements;
2. Improve and review current work processes;
3. Prepare and plan the optimum use of facilities;
4. Instil a work culture that emphasises productivity and service to clients (INTAN, 1995b:1).

Since then the check list of actions mentioned above has been compiled. This report identified each of the seven aspects of INTAN's Client's Charter presented in Figure 6.5, stating the reasons why the 'promise' in the Charter was not fulfilled and the client's proposals for achieving the stated goals. The report also included ways to overcome the stated deficiencies at the responsible section or division at INTAN that were to be charged with implementing the proposed remedies (INTAN, 1996b:1).

The 1996 survey of the Client's Charter claimed marked improvements in the services delivered by INTAN due to the action checklist report, and the improvements in work processes at INTAN after the 1995 Client's Charter survey. For example, the number of respondents who were aware of the existence of INTAN's Client's Charter rose from 91.7 percent in 1995 to 92.2 percent in 1996. While the client's satisfaction level to the

services provided by INTAN increased from 6.26 in 1995 to 6.93 in 1996, on a scale of 1 to 10 (INTAN, 1996b:2).

However, the overall perception by INTAN's clients on whether the promises in the Client's Charter had been fulfilled dropped in 1996. This is reflected in the response obtained for the question on whether the current INTAN Client's Charter had been successfully achieved or not: 75.4 percent of the respondents stated that it had been successfully achieved. The percentage received for this question in 1995 was 84.8 percent, which perhaps showed that although significant changes had been made for the improvement of services provided to course participants, their perception overall was that much improvement could still be made.

In the 1996 Client's Charter survey report the most obvious aspects of client dissatisfaction were: slow reaction to complaints, problems and requests; facilities in lecture rooms; treatment and interaction with course participants; poor access to computers; and water and electricity problems. These five issues had created distrust in the pledges stated in INTAN's Client's Charter and were thus earmarked as strategic issues that affected the image of INTAN (INTAN, 1996b:5).

The discussions in the preceding paragraphs provide evidence that the concept of customer orientation through the implementation of a Client's Charter had been institutionalised at INTAN. The Client's Charter served to provide the essential feedback loop which at INTAN increased the awareness of employees with regard to the need to address customer requirements. Feedback provided through the Client's Charter surveys, involved employees in improving the services delivered according to the feedback obtained from customers. Subsequently, implementation of the Client's

Charter may have provided opportunities to instil an organisation culture that focused on the awareness to address the needs and expectations of customers. However, potential problems still seem evident with regard to achieving the promises stated in INTAN's Client's Charter. Most notable are the five strategic issues identified in the 1996 Client's Charter survey.

Whether issues such as, 'prompt action within 24 hours of reporting a complaint or a request', could be resolved through improved work processes and quality management techniques such as QCCs is difficult for the researcher to assess, as there may be other factors or variables that affect these issues. One such factor could perhaps be the nature of bureaucracies, especially in the context of developing countries and the level of employee awareness and involvement that exists in developing countries such as Malaysia. This is because, quality management seeks change firstly through development of work processes and secondly through focusing on employees, their attitudes, perceptions, skill and general awareness as to the importance of client-focused organisations.

To summarise, the operational mechanisms of quality management namely, the QCCs, Work Teams, and Client's Charter at INTAN showed potential for instilling procedures and systems that reflected the concepts of team work and customer orientation at the organisational level. These operational mechanisms have changed the institutional design and the organisational structure of INTAN. They have facilitated greater involvement by employees to make improvements as desired by customers. Therefore, whether quality management techniques that underpin organisational change has brought about greater employee involvement in the organisation, raised their awareness, increased employee skills and performance would be ascertained through

surveying the employees at INTAN. The next section will present the findings of such a survey.

Employees' views on the impact of quality management

The preceding discussions have highlighted quality management programs that promote institutional change at the organisational level. These include implementation of QCCs, Work Teams and the Client's Charter. At the organisational level, these practices again operate together with several other quality management practices that are outlined in the DACs and discussed in Chapter Five. In the Malaysian case the application of all these practices and techniques has been termed as TQM due to the totality of the approach undertaken, and was detailed in Chapter Five.

In this study so far, the approach taken has been to describe these activities from the point of view of the policy of public sector reform and this has been assumed to reflect the view of the organisation's management. Now the discussion turns to consider how the implementation of the concepts and practices embodied in TQM affect the various issues pertaining to employees such as work itself, employee training, job satisfaction, employee relations, and employee involvement. Because, the operationalisation of the institutional mechanisms attributed to the techniques of QCCs, Work Teams, and the Client's Charter have brought about substantial employee involvement it is significant to obtain the viewpoints of employees with respect to these changes to which they have been subjected. This is particularly significant for this study because the success and eventual assimilation of change management techniques such as quality

management and their long-term implications depends on the impact these techniques have on the employees and the degree to which their attitudes have been transformed and modified to reflect the new thinking adopted by the organisation.

The effects of management interventions on human resources in organisations have been studied through observing and interviewing employees since the time of the 'Hawthorne experiments' in the 1920s. In the study of human resources, such a research methodology has gained acceptance and repute in academic terms.

Therefore, to ascertain the impact of quality management techniques on the employees at INTAN, several questions were put to the employees themselves on specific organisational aspects. These organisational aspects, pertaining directly to the employees, were selected in the light of the theoretical literature on quality management discussed in Chapter Two, which alludes to the possible impacts quality management may have on these organisational aspects. The organisational aspects thus chosen were the following:

1. Employee training;
2. Work skill and knowledge;
3. Work changes;
4. Team work;
5. Job satisfaction;
6. Work recognition;
7. Employee relations and morale;
8. Employee involvement and impact on the customer;
9. Employee performance;
10. Organisational performance.

The discussions of the above-mentioned organisational aspects are based on information obtained from the questionnaires distributed to the managerial and non-managerial employees at INTAN. Hence, the survey data obtained broadly reflect the perceptions and attitudes of employees at INTAN.

As stated in Chapter Four, the questionnaires were distributed in the respective programs of the INTAN campus in Bukit Kiara, and in the Jalan Elmu campus. A total of 338 questionnaires were distributed and 139 usable responses were received and used in the data analysis. Hence, the percentage of employees who responded was 42 percent. The percentage of responses obtained in terms of the total number of employees at both the Bukit Kiara and Jalan Elmu campus is 31.

The breakdown of the survey data with regard to basic demographics showed that the percentage of female respondents was higher than that of male respondents (40 percent were females while 35 percent were males, and the remaining 25 percent of the respondents chose not to state their gender). Among the respondents, managerial employees comprised 16 percent while non-managerial employees 84 percent. The age groups of respondents are provided in Table 6.1.

Table 6.1 Distribution of Respondents by Age Groups	
Age group	Percent of respondents
Less than 25 years	1
25 & less than 35	19
35 & less than 45	40
45 & less than 55	14
No response	26

Note: percentages rounded to the nearest whole number.

Source: Information obtained from INTAN survey questionnaires.

Table 6.2 **Distribution of Respondents by Period in Public Service**

Period in public service	Percent of respondents
Less than 1 year	3
1 to less than 2 years	4
2 to less than 5 years	9
5 to less than 10 years	13
10 years or more	71

Note: Percentages rounded to the nearest whole number.

Source: Information obtained from INTAN survey questionnaires.

The highest percent of respondents were between the age group of 35 and 45 (40 percent). The respondents were predominantly female, and from the non-managerial category. In addition, a considerable majority of the respondents, 71 percent, had spent 10 years or more in the Malaysian public service (Table 6.2). Hence, the respondents had clearly gone through the training and implementation phase of quality management that started in the early 1990s. As to the information respondents provided with regard to their experience at INTAN, a majority of the respondents, 57 percent, had been employed at INTAN for over 5 years. Out of this majority 33 percent had worked at INTAN for over 10 years (Table 6.3).

Table 6.3 **Distribution of Respondents by Period Employed at INTAN**

Period at INTAN	Percentage of respondents
Less than 1 year	9
1 to less than 2 years	9
2 to less than 5 years	25
5 to less than 10 years	24
10 years or more	33

Note: Percentages rounded to the nearest whole numbers.

Source: Information obtained from INTAN survey questionnaires.

Table 6.4 **Distribution of Respondents by Educational Qualification**

Educational qualification	Percentage of respondents
Primary	8
Secondary	53
Vocational	1
Diploma	12
Bachelor	11
Master	11
Doctorate	2

Note: percentages rounded to the nearest whole number.

Source: Information obtained from INTAN survey questionnaires.

Furthermore, information on the formal educational attainments of the respondents showed that the majority, 53 percent, had achieved a secondary-level education, while 24 percent had qualifications of Bachelor degree or higher (Table 6.4). Given the generally well educated and experienced profile of the respondents it was reasonable to expect that they would be well informed and capable of making thoughtful judgements on the questions put to them.

Having established the demographic characteristics of the employees at INTAN who responded to the questionnaires, the discussion now turns to what these respondents have stated about the organisational aspects selected for discussion.

1. Employee training

Training of employees for the improvement of human resources is a subject identified by all quality management scholars. This is reflected mainly in the importance accorded by these scholars to effective training, education and opportunity for self-improvement of employees. Deming wrote on the need for training and education and the need for self-improvement for everyone in the organisation as an essential part of quality management (Deming, 1986:53). Juran also discussed the significance of training for the effective functioning of quality improvement teams (Juran, 1989:20). Human resource training is also a prominent factor in the application of TQM practices internationally which was reviewed in Chapter Three. In the American case, with the implementation of Customer Service Standards in all government departments and agencies through the Executive Order of 11 September 1993, each department was encouraged to train employees who were in direct contact with the customers they were serving (The White House, 1993:2). In addition, studies reviewed in the British case revealed the importance of increasing the awareness of employees regarding the importance of addressing the needs of the customers on a continuous basis, which is attainable through the relevant training of staff.

Hence, if the starting point of any quality management program depends on the extent of TQM training received by the employees, then delivery of quality services is

dependent on the level of training imparted to the employees. This training also needs to include the training provided on the objectives of the organisation, which embodies the standards set by the organisation for achieving quality outputs in terms of products or services.

Hence, a trained workforce to do the job required seems crucial according to quality management theorists. In the Malaysian public service INTAN performs a central role in the training of public service employees. Training courses on the operational mechanisms of QCCs are conducted for public service officials each year. According to a Training Officer at INTAN these week-long courses teach employees the use of problem solving techniques such as 'brainstorming' and statistical analysis (Interview 5). Induction courses on the implementation of DACs are also carried out at INTAN.

To ascertain the employees' views on training at INTAN, four questions were asked in the survey. These were:

- a) When you began this job, how much of the training was on TQM?
- b) How much training was on the vision and objectives of the organisation?
- c) Do you get the opportunity to practice the skills acquired in training?
- d) Are you getting enough training?

The first two questions focused on the respondents' views of the level of training prior to appointment, and the last two questions attempted to clarify their perceptions on whether the training was relevant, whether they had the opportunity to apply this training, and whether the respondents felt that the training received was sufficient. The data obtained for the first three questions are provided in Table 6.5. Only 45 percent felt that they had 'some' or 'quite a bit' of TQM training, while 38 percent believed that

they were getting ‘none’ or ‘very little’ training on TQM. With regard to training on the visions and objectives of the organisation, the majority of respondents, 53 percent, stated that they received ‘some’ or ‘quite a bit’ of training, while 23 percent believed that they had ‘none’ or ‘very little’ training on the vision and objectives of INTAN.

Table 6.5 **Respondents Views on Training on TQM, Training on Vision and Objectives of the Organisation, and the Opportunity to Practice Skills Acquired in Training**

Response	Percentage of respondents		
	Question (a)	Question (b)	Question (c)
None	20	9	11
Very little	18	14	17
Some	29	29	35
Quite a bit	16	24	21
Very much	7	11	11
No response	9	14	4

Note: Percentages rounded to the nearest whole number.

Source: Information obtained from INTAN survey questionnaires.

The findings in questions (a) and (b) depicted in Table 6.5, show that the majority of INTAN employees were not trained on TQM techniques and a significant minority (38 percent), stated that they had ‘none’ or ‘very little’ TQM training. A majority of employees also stated that they had ‘quite a bit’ of training on the vision and objectives of INTAN. However, whether there was the opportunity to make use of the training received is reflected in the responses obtained for question (c) in Table 6.5. A majority of respondents, 57 percent, stated that they do get the opportunity to practice the skills acquired in training.

Overall, the respondents at INTAN believed that there was sufficient room for improvement in terms of training. In response to the question, ‘are you getting enough training’, 62 percent of the respondents replied ‘no’. This data is provided in Table 6.6.

Table 6.6 Respondents Views on Whether they were Getting Enough Training

Response	Percentage of respondents
Yes	22
No	62
Don't know	11
No response	5

Note: Percentage rounded to the nearest whole number.

Source: Information obtained from INTAN survey questionnaires.

The fact that the majority of the respondents believed that they were not getting enough training may perhaps be related to the reality that INTAN is a training institution. This might increase the expectations of the employees themselves with regard to the extent of training that they should receive. However, if a higher level of training is pursued under quality management which is expected to lead to greater employee participation and subsequent improvements in the quality of services delivered, then the aspect of training has fared poorly, because, as will be discussed later in this chapter, employee participation in team activity has been very low at INTAN. For example over, 50 percent of the employees did not participate in QCC activities at INTAN.

2. Work skill and knowledge

From the management viewpoint the desirable outcome of training is improvement of the skills and knowledge of the workers which has direct impacts on output and service quality. Improvement of the workers' skill and knowledge through training has been prescribed by the quality theorists too and work skill and knowledge represent an important aspect of quality management.

In general, research on quality management claims improvements in work skill and knowledge with the implementation of quality management. So for instance Lam's study that surveyed front-line supervisors in eight diverse private sector organisations based in Hong Kong, reviewed in Chapter Two, showed that with the implementation of TQM the majority of employees felt that they were working with increased skill and accuracy on the job (Lam, 1995:98).

To assess whether such improvements in work skill and knowledge of employees at INTAN were evident, employees' perceptions of the aspect of work skill and knowledge was assessed from the question, 'With the implementation of TQM, are you now working with greater skill and knowledge?' The responses to this question are summarised in Table 6.7, showing that a significant majority, 75 percent of the respondents, believed that with the implementation of TQM they were now working with greater skill and knowledge. Furthermore, only 11 percent were of the respondents were stated that they were working with 'none' or 'very little' skill and knowledge.

Table 6.7 Respondents Views on Whether they were Working with Greater Skill and Knowledge with TQM Implementation

Responses	Percentage of respondents
None	2
Very little	9
Some	34
Quite a bit	27
Very much	14
Don't know	1
No response	14

Note: Percentages rounded to the nearest whole number.

Source: Information obtained from INTAN survey questionnaires.

The perception of employees with respect to their increased skill and knowledge represents a significant finding in the sense that a large majority of the respondents felt that they had acquired greater skill and knowledge with respect to their work. As such this finding has shown that the implementation of quality management at INTAN has led to the perception by a majority of employees that their work skills and knowledge had increased. Such a perception might contribute to an increase in their performance and eventually in the performance of the organisation. The aspect of performance will be discussed at a later stage.

3. Work changes

The discipline of quality management outlined in the international literature and as provided for in the Malaysian DACs places great emphasis on bringing about changes in work that are reflected mainly in the application of the concepts of team work and

customer orientation. According to the theoretical literature the practices and techniques for implementing TQM encompass the use of statistical problem solving methods in the context of teams. On the other hand, customer surveys are carried out in the implementation of the concept of customer orientation (Dean Jr. and Bowen, 1994:395).

The implementation of such techniques is seen as bringing about substantial organisational and structural change as well as change in how employees themselves work in the organisation. A similar emphasis may be seen in public service reform programs, reviewed in Chapter Three, which were focused on bringing about a transformation of the organisation culture as a fundamental objective of reform. Such programs were evident in the public service reform strategies adopted in Canada, USA and Singapore.

The DACs discussed in Chapter Five highlighted the comprehensiveness of the reform program in the Malaysian public service. The initial circular introduced in 1991 on Strategies for Quality Improvement outlined seven programs that introduced quality management. These were the suggestion systems, inspection systems, slogans, feedback system, and the information system (Malaysia Prime Minister's Department, 1991a:4). Furthermore, major organisational changes were introduced through the main operational mechanisms of QCCs and the Client's Charter.

Therefore, in the international literature and the guidelines issued through the DACs in the Malaysian public service point to significant changes in the work of employees at all levels of the organisation. At INTAN, the researcher observed the prominent display of work process charts within organisational units. These work process charts were displayed at the customer service counter and depicted the different stages of work

processes and illustrated the employees involved in each process and how much time is incurred in each work process.

At INTAN, the Printing Unit provided a good example of such an exhibition. The employee survey sought to determine the extent to which such TQM related change had become part of employees' consciousness at INTAN. Hence, the respondents were asked, 'How would you rate the changes in your work as a result of TQM?' The responses obtained for this question are summarised in Table 6.8.

Table 6.8 Respondents Views on Work Changes as a Result of TQM

Responses	Percentage of respondents
Very unproductive	3
Unproductive	9
Quite productive	32
Productive	28
Very productive	4
Don't know	1
No response	22

Note: Percentages rounded to the nearest whole number.

Source: Information obtained from INTAN survey questionnaires.

A majority of the respondents, 64 percent, rated work changes as a result of TQM as productive. While 12 percent stated that such work changes were either 'very unproductive' or 'unproductive'. Hence, this data has shown that work related changes with regard to work process charts and work rules and regulations impacted positively on employees, as the employees at INTAN perceived such changes as being productive. Such a positive perception is again significant because it fulfils a precondition for the success of quality management initiatives: if these are to have an

impact on improving human resources they must succeed in changing attitudes of employees towards better performance and higher productivity.

4. Team work

As outlined in the literature reviewed in Chapter Two, the concept of team work is one of the three core principles of quality management (Deming, 1986:64; Juran, 1989:20; Ishikawa, 1984:4; Crosby:1979:133). The implementation of the principle of 'team work', therefore, represents one of the most tangible aspects in judging the impact of quality management in the organisational context. In addition, previous research into public service organisations implementing TQM has shown that employee involvement in team activities was associated with positive employee outcomes and conformed to the literature on the effects of participation which were 'job satisfaction, future concerns, role ambiguity, skill variety, and co-worker social support (James, 1997:224). Another study also showed that employee participation and involvement were among the critical success factors that contributed to the effective implementation of TQM in government organisations (Park, 1997:222).

In the Malaysian public service, quality management programs in the form of QCCs and Work Teams represent the main operational mechanisms for the implementation of the concept of team work. A quality control structure was introduced in all government departments under DAC Number 7 of 1991, and systematic problem solving techniques (the PDCA approach) were also introduced through this circular. Training of staff in public service organisations on implementing QCCs and the annual

QCC conventions held by the Government represented vital components in the implementation and strengthening of the QCC activity.

Therefore, to assess the potential of such techniques at the organisational level, specifically with respect to the prospects of bringing about change in the attitudes and perceptions of employees, data was obtained through the survey on the impacts of team activity at INTAN. The questions posed in the survey attempted to ascertain the employees' views on whether they felt that involvement in groups was useful for them and also beneficial for INTAN. To assess their perceptions of whether team work had an impact on the operation and functioning of INTAN, the following questions were asked.

- a) Do you feel that your involvement in these groups was a useful activity for the organisation?
- b) Have these groups or teams had any impact on the way things are done around here?
- c) Do you feel that being a participant of these groups has been a beneficial activity for you?

Table 6.9 Usefulness of Group Involvement for the Organisation

Usefulness of group involvement	Percentage of respondents
No use	5
Very little use	12
Some use	45
Substantially useful	10
Not relevant	1
Not sure	1
No response	27

Note: Percentages rounded to the nearest whole number.

Source: Information obtained from INTAN survey questionnaires.

However, a majority was not obtained to the question whether participation in groups had been a beneficial activity for the employees (Table 6.11). 48 percent of the respondents were of the view that such activity had either 'some benefit' or was 'substantially beneficial', while 23 percent thought that group activity had 'no benefit' or had 'very little benefit' for them.

Although the figures in Tables 6.9, 6.10, and 6.11 depict positive perceptions in general, it will pointed out later in this chapter that compared to other organisational aspects studied, the application of TQM did not have a substantial impact on instilling the concept of team work. This seems likely to be related to the weakness of QCCs at INTAN. In a previous discussion in this chapter, it was pointed out that not a single QCC had met from January to June 1997. The data from the questionnaires showed that over 50 percent of the respondents at INTAN had not participated in QCCs. As to the reason they were not involved in such group activity, 40 percent stated that they were 'not offered', while an equally a high percentage, 39 percent, did not respond to this question.

These findings suggest that although the majority of employees perceived the TQM strategy to involve all employees as 'somewhat effective' and 'quite effective', the reality was different. QCCs were not regular, and were convened only in responses to the government calls for a national convention. So employee participation was low. Over half had not participated and a high 'no response' rate reflected indifference or disenchantment with the whole QCC process among the employees.

5. Job satisfaction

The writings of the main quality theorists discussed in Chapter Two, emphasised the development of human resources and the tapping of the human potential for organisational as well as personal gain as aims of quality management (Deming, 1986:32). Ishikawa for example has stated that the primary notion behind the concept of quality circles are to 'build worthwhile lives and cheerful workshops' and to 'draw out each individual's infinite potential' (Ishikawa, 1984:4). The importance of increasing the awareness and improving the education levels of employees has been stressed by other quality management scholars as well (Crosby, 1992:27). Another commentator has argued that the main motivational concepts in the TQM paradigm are drawn through self directed teams and the corresponding sense of 'ownership' by employees of the organisation (Glover, 1992:89).

Therefore, the factor of job satisfaction may be seen as an organisational assessment measure, which relates to this via the assumption that personal development and satisfaction are closely related. The generally positive impact of TQM on job satisfaction was mentioned in several of the studies reviewed in Chapter Two. O'Donnell's study of a public service organisation in the State of New South Wales for example revealed that workers who participated in team activity expressed considerable satisfaction with their work (O'Donnell, 1996:251). Studies done in private sector organisations also reported improved work satisfaction by employees (Fisher and Davis, 1992:132; Lam, 1995:98).

The researcher's assessment of the issue of job satisfaction at INTAN began with the questions, 'How satisfied are you with your job?', and 'What are the factors that would

make your job more satisfying?’ Responses showed that the level of job satisfaction among employees at INTAN as good. The majority of respondents, 85 percent, provided responses varying from ‘somewhat satisfied’ to ‘very satisfied’ (Table 6.12). These findings correlate with the annual study conducted by INTAN to measure and assess the level of job satisfaction among employees.

Level of Job Satisfaction

Note: Percentages rounded to the nearest whole number.

Table 6.13

	1996	1995	1994
Non-trainer group	5.08	4.91	4.87
Trainer group	4.74	4.88	4.55

A summary of the findings of INTAN's study, reproduced in Table 6.13, shows that the overall mean job satisfaction scores for the non-trainer group had increased over the three-year period. While for the trainer group, the mean score had slightly decreased

for the year 1996. Generally, however, these scores reflect reasonable levels of job satisfaction among employees at INTAN.

Having established that the levels of job satisfaction at INTAN could be considered as satisfactory, it may be significant to identify the employees' opinions on the factors that would make their jobs more satisfying. The responses obtained on this issue are depicted in Table 6.14. Most of the respondents stated 'better career opportunities' and 'higher pay' as the main factors that would make their jobs more satisfying.

Table 6.14 Factors that Would Make Job More Satisfying	
Factors	Percentage of respondents
Higher pay	23
Greater responsibility	16
More supervision	3
Better career opportunities	26
More training	18
Combination of the above	11
No response	3

Note: Percentages rounded to the nearest whole number.

Source: Information obtained from INTAN survey questionnaires.

When correlated against participation in QCCs, however, a different picture emerged. The participants of QCCs rated 'better career opportunities' first and the factor of 'higher pay' second. While respondents who had not participated in QCCs, rated 'higher pay' and 'better career opportunities' equal. This is perhaps an indication that those directly involved in team activities such as QCCs rate intrinsic factors rather than extrinsic factors as more important for greater job satisfaction.

In the context of developing countries, this is a significant finding because the pay factor contributes highly to job satisfaction, due to the generally low salaries paid to government employees (Nunberg and Nellis, 1995:1-2). Academics writing about the Egyptian bureaucracy for example have stated that because of the low salary levels in the Government, employees who are motivated by higher pay will rarely opt to work in the public sector (Palmer et al., 1988:70). In the context of the Malaysian public service, Puthucheary (1978) found that on the whole Malaysian civil servants were generally satisfied with their salaries. She recognised, however, that this was before inflation became a major problem in the country, and one suspect that the results would have been different later. Conversations by the researcher with several programs heads at INTAN in June 1997 showed that pay has become very important for public service officials (Interviews 9 and 11). The economic crisis that started in late 1997 would have had a compounding effect on this. The point is that if TQM practices increase intrinsic job satisfaction, as appears to be the case from INTAN employees' responses, it may have the potential to lessen this demand for higher salaries.

6. Work recognition

The practice of recognising the work done by employees and the establishment of a reward system is one key aspect of quality management prescribed by Crosby. According to him, a reward system is crucial for employees' performance, while the preferred method is a non-financial system of recognition by which employers recognise employees who meet work targets and performs outstanding tasks in the organisation (Crosby, 1979:132).

Deming, Juran, and Ishikawa, on the other hand, have not directly alluded to the establishment of a reward system in the implementation of quality management. In fact, Deming, was quite critical of rewarding individual employees, as he felt that setting targets and objectives for employees do not create a positive performance culture for employees. A focus on outcomes, according to him, must be replaced by the need for continuous improvement, and hence managerial disciplines such as 'management by objectives' and subsequent 'performance appraisal' systems must be replaced by a management commitment that promotes continuous improvement in the organisation (Deming, 1986:54).

However, the aspect of work recognition has been selected here because the Malaysian public service has adopted a comprehensive and varied system of recognising employees who perform effectively and those who are innovative and meet targets (Government of Malaysia, 1996b:686). In addition, recognition of the work of individual employees is reflected in the New Remuneration Scheme introduced in 1992 that provided a higher annual salary increment for employees who performed better (Sarji, 1995:267). The non-financial award system introduced in the 1990s provided a further mechanism for recognising organisational achievements. The most prominent of such awards was the Prime Minister's Awards for Quality in public services. In addition, the work of QCCs in individual public service organisations is recognised through the annual QCC conventions.

The views of employees on the effect of the contribution of TQM in recognising individual employee performances were gauged through a direct question, 'Are the

achievements in your work recognised in any form by the senior management?’ The responses obtained are reproduced in Table 6.15.

Table 6.15 Work Recognition by Senior Management	
Responses	Percentage of respondents
Not at all	30
Very little	8
Some	30
Quite a bit	13
Always	12
No response	7

Note: Percentages rounded to the nearest whole number.

Source: Information obtained from INTAN survey questionnaires.

Table 6.15 indicated that 55 percent of the respondents believed that the achievements in their work were recognised. A significant percentage of respondents (38 percent), however, also felt that their work was recognised ‘very little’ or ‘not at all’. One contributing factor may be that while the Malaysian rhetoric is of individual performance, the non-financial rewards are organisational. So most awards such as the Prime Minister’s award are granted to organisations and not to individuals. Hence, individual employees may find it difficult to associate such organisation-related awards to themselves especially where the organisation’s top management claims most of the credit. The awards received that are closest to the employees are the recognition given in QCC conventions. This assertion is supported by the finding that a majority of respondents who were participants of QCCs had stated that their work was recognised by the senior management, while respondents who were not QCC participants rated work recognition negatively. This aspect is reflected in Figure 6.7, which will be discussed in the last section of this chapter. The common point in both findings is that

those who participated in the quality mechanisms, such as the QCCs, displayed attitudes that were positive on the indicators likely to lead to improved performance. On the other hand those who did not participate revealed negative attitudes.

7. Employee relations and morale

One of the claims made by quality management theorists is that the establishment of work improvement teams will involve employees in the improvement of products or services. Deming had stated that people from all areas in the work place need to be brought together to solve problems encountered in the organisation (Deming, 1986:64). The main proponent of quality circles, Ishikawa, too had expressed similar views in the context of quality circles (Ishikawa, 1984:4). Such cooperation on the part of employees in achieving common goals would inevitably lead to closer relations between employees. For example, the study by Fisher and Davis (1992), reviewed in Chapter Two, showed that employees involved in TQM activities felt that they were achieving something for themselves and also being an asset to the organisation. Hence, this study showed that employee morale had improved. In addition, most of their Australian respondents rated highly co-operation with immediate supervisors (Fisher and Davis, 1992:132). Another study by Fisher (1993) also reported 'improved employee morale' as one of his major findings of the effects of TQM practices (Fisher, 1993:188). The Hong Kong study by Lam (1995), too showed that the implementation of TQM had increased the relationship with fellow workers (Lam, 1995:98). In studies done in public service organisations in USA, it was also found that the implementation of TQM led to increased co-operation between employees (James, 1997:224).

Hence, employees' perceptions of whether TQM has had any impact on improving employee relations and employee morale is significant in assessing the extent to which the claims of TQM are translated into reality. The responses obtained on these aspects are reproduced in Table 6.16 and 6.17.

Table 6.16 Effectiveness of TQM in Improving Employee Relations

Level of effectiveness	Percentage of respondents
Very ineffective	2
Ineffective	17
Somewhat effective	38
Quite effective	19
Very effective	7
No response	18

Note: Percentages rounded to the nearest whole number.

Source: Information obtained from INTAN survey questionnaires.

Table 6.17 Morale of Employees in the Unit

Employee's responses	Percentage of respondents
Very bad	2
Bad	8
Quite good	30
Good	41
Very good	12
No response	8

Note: Percentages rounded to the nearest whole number.

Source: Information obtained from INTAN survey questionnaires.

A majority of respondents (64 percent) indicated that TQM was 'somewhat effective', 'quite effective' or 'very effective' in improving employee relations. The morale of employees was depicted positively with 83 percent of the respondents stating that the

morale of employees were 'quite good', 'good' or 'very good' (Table 6.17). One interesting aspect to this finding was that the percentage of both participants and non-participants of QCCs who rated the aspects of employee relations and employee morale positively was the same. The significant finding here is that the attitudes of employees who were not involved in QCC activity were also positive with regard to improvements in both work relations and morale. In this regard it could be stated that the implementation of TQM at INTAN has had a positive effect on improving relations between employees and improving employee morale which extends beyond those employees directly involved in team activity in the organisation.

8. Employee involvement and impact on the customer

This kind of finding, however, appears to be unusual with most quality management theorists pointing to the significance of employee involvement in the implementation of quality management and the subsequent effect on the customer. Quality management, according to Crosby for example, is the prevention of defects so that the outcome or output would be error-free the very first time (Crosby, 1979:22). Deming's emphasis on the production process also highlights that this is a process that involves everyone in the organisation (Deming, 1982:1). In this approach, the efficient functioning of all aspects of the organisation and the total involvement of all employees clearly becomes a priority. Among the studies reviewed in Chapter Two, Fisher (1990), pointed out that quality management programs provide useful mechanisms for team building in organisations especially through the establishment of groups and increase employee participation in the decision making process (Fisher, 1990:125).

The application of TQM in the context of the Malaysian public service includes the aspects of employee involvement as one of the core strategies of TQM. The other being customer orientation. As already noted, employee involvement is being fostered through teamwork most notably through QCCs, Work Teams, and through other aspects such as the marking of the 'Quality Day'. Operationalising the techniques of QCCs and the Client's Charter demands greater involvement on the part of employees than more traditional command and control approaches to management. Employees' views on whether these techniques have brought about greater involvement may therefore be significant as a measure of the genuineness of the implementation of quality practices.

Three questions were asked of the employees at INTAN to gauge their perceptions of aspects of employee involvement, and their views on whether their actions or participation have had a direct impact on addressing the needs of the customers. One was a direct question on whether the TQM strategy to involve all employees was effective. The second related to their perceptions of how much say or influence they have had in the decisions made in their respective units. The third involved whether they felt that their work had a direct impact on addressing the needs of the customers that they served.

Table 6.18 summarises the respondents' views on the effectiveness of the strategy of TQM to involve all employees. A majority of respondents at INTAN, 62 percent, provided positive responses varying from 'somewhat effective' to 'very effective', while 17 percent felt that the strategies to involve all employees were 'very ineffective' or 'ineffective'.

Table 6.18 Effectiveness of TQM to Involve All Employees

Level of effectiveness	Percentage of respondents
Very ineffective	5
Ineffective	12
Somewhat effective	34
Quite effective	23
Very effective	5
May be	1
No response	19

Note: Figures rounded to the nearest whole number.

Source: Information obtained from INTAN survey questionnaires.

While the majority of the respondents believed that TQM had brought about greater employee involvement, it is meaningful to assess whether the employees’ increased involvement under TQM has led to the perception that they were now having more say and influence on the decisions reached in their respective units. The responses to this question are summarised in Table 6.19, which indicated that the majority of the respondents felt that they had an impact on decisions made in their units (59 percent). Table 6.19 adds to this impression showing that 35 percent of the respondents were of the view that TQM had ‘no impact’ or ‘very little’ impact on organisational decisions.

Table 6.19 Say or Influence on Decisions Made in the Unit

Level of impact	Percentage of respondents
None	16
Very little	19
Some	31
Quite a bit	19
Very much	9
No response	4

Note: Percentages rounded to the nearest whole number.

Source: Information obtained from INTAN survey questionnaires.

Table 6.20 **Employees' Impact on the Customer**

Employees response	Percentage of respondents
No direct impact	2
Very little impact	16
Some impact	48
Substantial impact	8
No response	25

Notes: Percentages rounded to the nearest whole number.

Source: Information obtained from INTAN survey questionnaires.

Employees' perceptions on whether they had a direct impact on addressing the needs of the customers are reproduced in Table 6.20. The majority of the responses, 56 percent, varied between 'some' and 'substantial impact'. The attitude of most employees at INTAN hence had been positive as they believed that their work had a direct impact on addressing the needs of the customers they were serving. An additional factor that may contribute to this finding is the fact that INTAN is a training institution and that most of their customers are other public service officials who come to INTAN for training. This enables INTAN staff to meet and directly address the needs of their students, which hence contributes to a greater sense of involvement in service delivery. Furthermore, the researcher observed that employees themselves have their own individual 'charters' which basically incorporates the job duties and makes a pledge to fellow employees that the duties will be carried out efficiently and effectively. In one instance, the researcher noted such an individual charter displayed outside the cubicle of an employee, who explained its significance. Such involvement by employees hence may contribute to the feeling on the part of employees that they were directly addressing the needs of both the internal and external customers through individual and collective effort.

9. Employee performance

The perception of INTAN employees with regard to the effect of TQM on employee performance and organisational performance will be the subject of discussion in the next two sub-sections. The significance of such a discussion stems from the assumption that one of the key objectives of the application of TQM concepts and techniques is the improvement claimed for employee and organisational performance in the application of the quality management techniques. This is reflected in Deming's theories on process improvement techniques summarised as follows.

Improvement of quality transfers waste of man-hours and of machine-time into the manufacture of good product and better service. The result is a chain reaction – lower costs, better competitive position, happier people on the job, jobs and more jobs (Deming, 1986:2).

According to Deming, such improvements will lead not only to improvements in organisational performance but also to better performance of employees. In the international scene, the application of quality management in public service reform programs focuses on improving service delivery and on tapping on the human resource potential. The National Performance Review initiative of the USA and the PS21 initiative in Singapore were discussed as examples in Chapter Three with both being seen to share Deming's assumptions regarding the relationship between quality processes and performance.

One test of the effectiveness of the concepts of TQM that emphasise training to increase work skills and knowledge, improve work strategies through teamwork and

develop effective problem solving techniques, will be the extent to which they may have an impact on employee performance. Hence, the employees at INTAN were asked their views on whether TQM had improved employee performance. Table 6.21 summarises the responses obtained for this question.

Table 6.21 Employee Performance Improvement with TQM	
Level of improvement	Percentage of respondents
No improvement	4
Little improvement	13
Some improvement	38
Substantial improvement	21
Not sure	1
No response	22

Note: Percentages rounded to the nearest whole number.

Source: Information obtained from INTAN survey questionnaires.

The majority of the respondents, 59 percent, stated that with TQM there was 'some improvement' or 'substantial improvement' in employee performance, while 17 percent perceived 'very little' or 'no improvement' in employee performance. If the majority of employees at INTAN perceive that their performance had improved as a result of TQM, then the corresponding effect could be evident through increased organisational performance.

10. Organisational performance

To provide empirical evidence on whether there have been improvements in meeting organisational goals and objectives with the implementation of TQM is beyond the scope of this thesis. In the review of existing research in Chapter Three, one study that focused on three private sector organisations noted that a direct improvement to company performance was not attributable with the implementation of TQM (Fisher, 1990:114). Another study showed that the implementation of TQM resulted in fewer defects in manufacturing, reduced waste, and thereby improved productivity and total operating costs (Fisher, 1993:188).

In the review of public service reform programs in Chapter Three it was also noted that programs such as the Citizen's Charter program in Britain attempted to bring a customer orientation focus into public service organisations and thereby to improve the services delivered to the people. The essence of quality management in the Malaysian public service also stems from the fact that it was a conscious effort by the government to bring about greater efficiency and effectiveness into public service organisations and to change the traditional bureaucratic way of conducting the business of government (Sarji, 1996:21)

Hence, this section attempts to present a discussion as to whether the application of a TQM approach had brought about an improvement in organisational performance at INTAN as perceived by the employees themselves. In this regard, two questions were put to employees at INTAN, 'Has the application of TQM improved the performance of

your unit? and ‘Has TQM improved performance of this organisation?’ The results obtained for these two questions are provided in Tables 6.22 and 6.23.

Table 6.22 **Performance Improvement at the Unit Level**

Degree of improvement	Percentage of respondents
No improvement	5
Little improvement	15
Some improvement	35
Substantial improvement	19
Not sure	1
No response	25

Note: Percentages rounded to the nearest whole number.

Source: Information obtained from INTAN survey questionnaires.

Table 6.23 **Performance Improvement at the Organisational Level**

Degree of improvement	Percentage of respondents
No improvement	4
Little improvement	14
Some improvement	38
Substantial improvement	23
Not sure	1
No response	20

Note: Percentages rounded to the nearest whole number.

Source: Information obtained from INTAN survey questionnaires.

The findings in Tables 6.22 and 6.23 show that in the opinion of the majority of employees at INTAN, improvements had been made in organisational performance at the unit level and at the organisational level. A majority of 54 percent felt that ‘some’ or ‘substantial’ improvements have been brought about at the unit level. While, a higher

percentage of respondents, 61 percent, believed that performance had improved at the organisational level too.

Discussion of employee perceptions

The preceding section has outlined the perceptions of the survey respondents at INTAN with regard to their views on selected organisational aspects. The significance of this exercise was to attempt to gauge whether TQM concepts and practices at INTAN had any positive impact with regard to changing employee attitudes and increasing the awareness of employees in those areas indicated by theory and international practice as likely to result in improved performance. Developing human resource potential and changing employees' attitudes may be regarded as a significant first step in the successful implementation of such managerial concepts in developing countries.

One significant outcome of the discussions in the preceding section was that the perception of employees was positive with regard to the impact of TQM on the questions that were posed to them. This is reflected in the cumulative responses of employees on a majority of the organisational aspects which showed that TQM had been embraced positively at INTAN.

Table 6.24 summarises the cumulative positive responses for the questions asked with respect to the selected organisational aspects. Most employees were positive on a majority of the questions posed to them. However, the responses received for the questions pertaining to the organisational aspects of work recognition and teamwork were less positive. These details are depicted in Table 6.25.

Table 6.24 Cumulative Positive Responses from INTAN Employees

Question	Cumulative Positive Response (%)
Work effort	87
Satisfaction with job	74
Employee morale	71
Satisfaction with supervisor	66
Greater skill and knowledge	61
Improved organisational performance	61
Work changes	60
TQM strategy to involve all employees	57
Improve employee relations	56
Opportunity to practice skills acquired in training	56

Source: Information obtained from INTAN survey questionnaires.

Table 6.25 Employees' Perceptions on Selected Organisational Aspects

Organisational aspects	Percentage of respondents	
	Highest %	Second highest %
Are your achievements recognised	some (30%)	not at all (30%)
Benefits of group participation	some benefit (42%)	no response (27%)
Group involvement useful for org.	some use (45%)	no response (27%)
Groups had any impact	bit better (46%)	no response (24%)
Impact on customers	some impact (46%)	v.little impact (15%)
Improved employee performance	some improv (38%)	no response (22%)
improved performance of your unit	some improv (35%)	no response (25%)

Source: Information obtained from INTAN survey questionnaires.

According to Table 6.25, for example, with regard to the question of whether individual achievements of employees were recognised, the highest percentage of positive response obtained from employees was only 30 percent. An equal percentage also responded negatively. Such negative responses on the aspect of individual work

recognition despite the quality awards initiated by the Government illustrated potential problems in this area. As already discussed, one possible explanation is that the system of recognition instituted with the implementation of quality management was based on recognising organisational achievements, not individual achievements. This explanation is supported from the finding that employees who have participated for example in activities such as QCCs have responded more positively to this question than employees who never participated in QCCs.

Table 6.25 also shows that the responses for the questions regarding the benefits of group participation, usefulness of group involvement for the organisation, and whether groups had any impact on 'the way things are done here' did not constitute a strong majority. In addition, a significant percentage of employees chose not to respond to these questions (over 1/4 of the respondents). The low percentage of respondents on the aspect of teamwork, and the significant percentage of employees who chose not to respond reflected the assertion made earlier that QCCs had not become assimilated as part of the work culture at INTAN.

Finally, Table 6.25 shows the responses received for the questions pertaining to whether employees felt that they were having an impact on the organisation's customers and whether TQM had improved employee performance and organisational performance. Most of the employees responded positively to these aspects. However, the percentage of positive responses was not as high as those received for the organisational aspects depicted in Table 6.24.

So the benefits and usefulness of group activity were less positively perceived than other organisational aspects such as work effort, job satisfaction and employee morale

(Table 6.24). Less positive responses were also evident with the aspects pertaining to work recognition, and employees' perception on whether their work had an impact on the customer, and employee performance and organisational performance. As already stated, these results may perhaps be related to the low level of participation in QCC activity, and the low level of TQM training received by employees at INTAN.

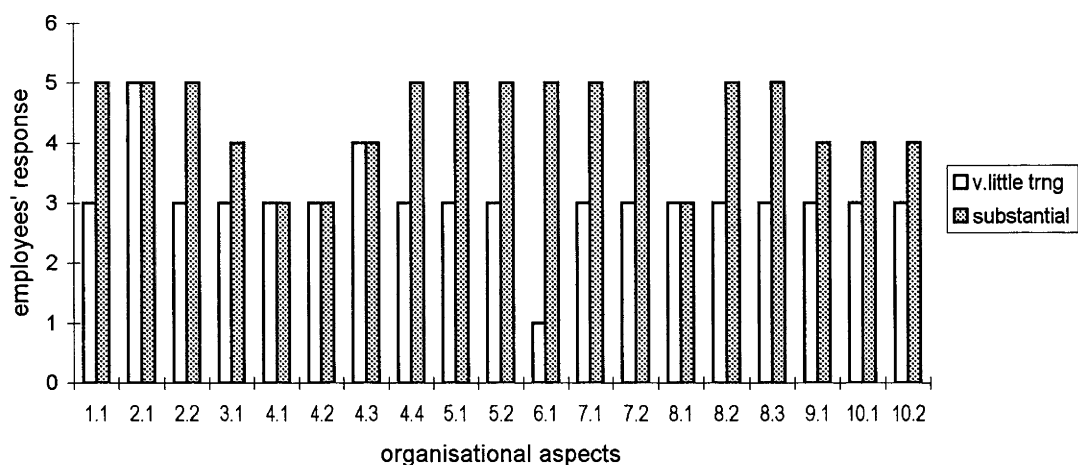
The responses of employees on the selected organisational aspects may be viewed further in terms of those who have had different levels of TQM training and those who participated in QCC activities at INTAN. Such a correlation is significant because employee training and group activity through teams have been prescribed by quality theorists as a central practice in the implementation of quality management. This discussion will thus focus on the perceptions of respondents who claimed to have had TQM training or participated in QCCs. This is because if employees with higher levels of TQM training responded more positively to the selected organisational aspects than employees who had very little TQM training, then perhaps training has played a significant aspect in the implementation of TQM. By the same token, the differences in perceptions of those who participated in QCCs and those who have not may also provide valuable information on whether QCCs play a dominant role in bringing about change through TQM, and also on whether specific aspects of QCCs have had an impact.

Although separate questionnaires were distributed among managerial and non-managerial employees correlation of data between these two categories of employees were not done because in traditional hierarchichal bureaucracies, such as the Malaysian public service, the views of the managers are most often positive as the implementers of top down reform. Such positive views were noted by the researcher

from the data obtained from the Training Groups discussed in Chapter Five. It was concluded in Chapter Five that the Training Groups' perceptions were positive overall. This was also the case with respect to the views of managerial employees at INTAN. Apart from one interview (Interview Nine), all other managerial employees who were interviewed had positive perceptions with regard to the impact of TQM at INTAN. For these reasons, the researcher concluded that TQM training and participation in QCCs may be identified as the most significant variables that could be used to ascertain whether TQM training and participation in group-activity has had an impact on the various organisational aspects being studied.

Figure 6.6 compares the perceptions of those who have had 'very little' TQM training and those with 'substantial' TQM training. It is clear that those who had received substantial TQM training rated most of the questions more positively than those who had very little TQM training (Figure 6.6). The exceptions were for the aspects depicted as 2.1, 4.1, 4.2, 4.3, and 8.1. These aspects were work effort, benefits of group participation, usefulness of group involvement for the organisation, impact of groups on the organisation, and the impact of the employees' work on the customer. On each of these TQM training appears to have had no impact. It is significant to recall here that in the previous paragraphs it was pointed out that overall perceptions of employees in aspects pertaining to team work, and employees' impact on the customer were less positive compared to other organisational aspects studied.

Figure 6.6. Responses of Employees with Very Little TQM Training and Substantial TQM Training on the Selected Organisational Aspects



Notes: (a) Employees' responses were ranked on a scale of 1 to 5 with 1 representing 'no impact' and 5 representing 'substantial impact'. The highest percentage of responses obtained for each question was used as the employees' response for each organisational aspect.

(b) Key for organisational aspects: 1.1. opportunity to practice skills acquired in training; 2.1 work effort; 2.2 work with greater skill & knowledge; 3.1 rate work changes; 4.1 benefits of group participation for the employee; 4.2 usefulness of group involvement for the organisation; 4.3 whether groups had any impact; 4.4 TQM strategy to involve all employees; 5.1 job satisfaction; 5.2 satisfaction with supervisor; 6.1 are your achievements recognised; 7.1 improved employee relations; 7.2 improved employee morale; 8.1 your work had any impact; 8.2 say or influence; 8.3 opportunity for ingenuity and creativity; 9.1 improved employee performance; 10.1 improved performance of your unit; 10.2 improved organisational performance.

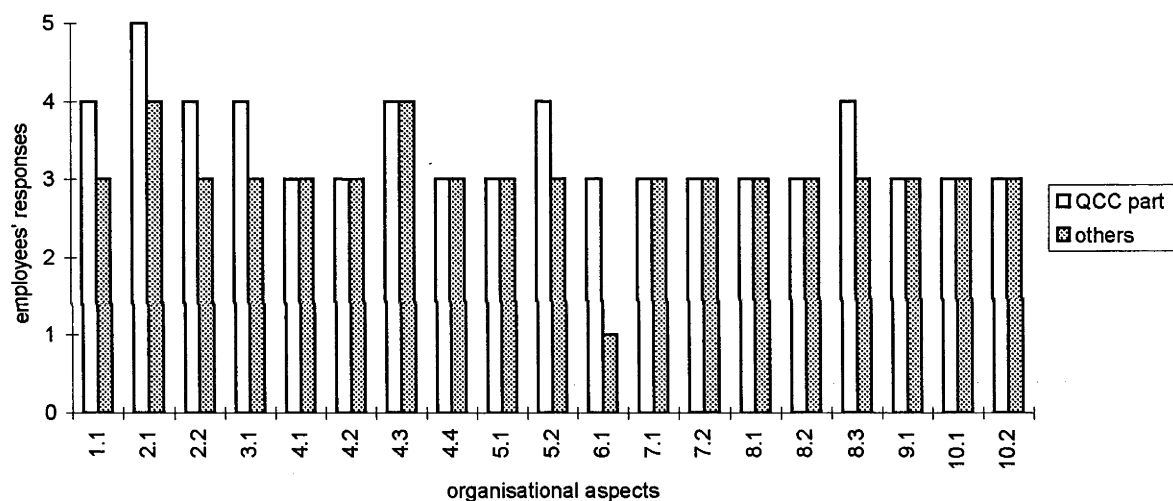
Source: Information obtained from INTAN survey questionnaires.

Table 6.7 compares the responses of those who did or did not participate in QCCs. The remarkable aspect here is how little difference QCC participation has made to employee perceptions, with responses on the following aspects being identical.

- (a) Benefits of group participation for employees;
- (b) Usefulness of group involvement for the organisation;

- (c) Whether groups had any impact;
- (d) TQM strategy to involve all employees;
- (e) Job satisfaction;
- (f) Improved employee relations;
- (g) Improved employee morale;
- (h) Your work had any impact;
- (i) Say or influence;
- (j) Improved employee performance;
- (k) Improved performance of your unit;
- (l) Improved organisational performance.

Figure 6.7 Responses of QCC Participants and Others on the Selected Organisational Aspects



Notes: (a) Employees’ responses were ranked on a scale of 1 to 5, with 1 representing ‘no impact’ and 5 representing ‘substantial impact’. The highest percentage of responses obtained for each question was used as the employees’ response for each organisational aspect.

(b) Key for organisational aspects: 1.1. opportunity to practice skills acquired in training; 2.1 work effort; 2.2 work with greater skill & knowledge; 3.1 rate work changes; 4.1 benefits of group participation for the employee; 4.2 usefulness of group involvement for the organisation; 4.3 whether groups had any impact; 4.4 TQM strategy to involve all employees; 5.1 job satisfaction; 5.2 satisfaction with supervisor; 6.1 are your achievements recognised; 7.1 improved employee relations; 7.2 improved employee morale; 8.1 your work had any impact; 8.2 say or influence; 8.3 opportunity for ingenuity and creativity; 9.1 improved employee performance; 10.1 improved performance of your unit; 10.2 improved organisational performance.

Source: Compiled from data obtained from INTAN survey questionnaires.

This strengthens the impression that QCCs have not been assimilated as an ongoing work practice at INTAN. It is hard to see how any other response could be expected given that QCC had no permanent existence within the organisation and were convened only to satisfy government requirements for the annual QCC conventions. It will be recalled that the Training Groups' responses indicated that this was generally the case in Malaysian public service organisations.

Conclusions

This chapter has explained the quality management framework identifiable at INTAN, and discussed the organisational changes underpinning quality management practices evident through the QCCs, Work Teams and Client's Charter. It has also discussed more broadly the impact TQM practices may have at the organisational level through a discussion of the possible affects of TQM on employee perceptions of changes in the organisational aspects selected because of their relationship to TQM implementation.

With regard to the quality management framework identifiable at INTAN, an institutional setting was evident comprising the 'steering committee' and the 'coordinating committee and the task forces'. In addition the functioning of QCCs represented an integral part of this institutional structure as documented in the official quality guidebook.

A review of the QCCs at the Printing Unit in INTAN showed that detailed and systematic problem solving methods were being utilised. The meetings were conducted under expert advice available through the 'facilitators'. However, the review of the

selected QCC at INTAN led to the question of whether such detailed and time-consuming processes and procedures are worthwhile, considering the triviality of the issues tackled at QCC meetings. One program head at INTAN, in a personal interview with the researcher, stated that the nature of the propositions made by QCCs in general could be implemented more efficiently by individual employees bringing it to the attention of the supervisor, and questioned the justification for such elaborate processes and procedures. It may be that in factories of mass production problem solving techniques and statistical analysis may save thousands if not millions of dollars, while in public service organisations such as INTAN, the savings perhaps may not be as substantial given the material and human resources incurred. It may have been due to this perception of the irrelevance of QCCs that they were clearly not assimilated into the day to day functioning of the organisation. It was found that more recently QCCs were formed on the request of the management at INTAN, when it was time to participate in the annual QCC convention.

While QCCs are intended to address the requirements of the internal customers, team activity through 'task forces' represents an approach whereby the needs of the external customers were addressed. Although detailed problem solving techniques were not utilised in 'task forces' they did evaluate problems identified by external customers and propose solutions. A review of the activities of one such 'task force' at INTAN showed that incremental improvements were brought about with regard to the suggestions proposed by the customers.

The Client's Charter mechanism represented a more formal approach to addressing the needs of the clients. It was found that at INTAN the Client's Charter had laid the institutional structure for addressing the needs of the customers. The implementation of

the Client's Charter may have produced a general awareness among the employees with regard to the significance of addressing the needs of the customers. On the client side, studies done by INTAN showed significant levels of client satisfaction (75 percent in 1996). However, the researcher found through studies done by INTAN that client satisfaction levels had decreased from 1995 to 1996, reflecting potential problems in the management and implementation of the Client's Charter.

Finally the chapter made an assessment of the perceptions of INTAN employees on aspects of organisational change associated with TQM implementation through cumulative responses obtained for each organisational aspect to determine the overall tendency of the responses (Tables 6.24 and 6.25). It was found that the perceptions of a majority of employees were positive on most of these organisational aspects. However, the responses were less positive on the benefits and usefulness of team activity, impact on the customer and performance in general. Correlation analysis between employees who had received TQM training and those who had not received TQM training, and those who were QCC participants and those who were not, supported the finding that TQM had not been as effective in practice as the official model in the DACs or the organisational framework at INTAN would lead one to expect.

This reveals a dichotomy between what is formulated in the DACs and what is implemented in practice. On the one hand, the Malaysian government has successfully drawn up a model for the implementation of quality management in public service organisations. The model has been drawn largely from the writings of the theorists reviewed in Chapter Two and incorporates the three main principles of customer focus, team work and continuous improvement. The implementation practices such as the Client's Charter seem to have been adopted from the Citizen's Charter model

implemented in Britain. Thus, on the one hand, the TQM framework seems to be in place and working effectively. Close analysis, however, has shown that in the case of INTAN, several deficiencies were evident most importantly in the assimilation of the QCCs into the organisation's normal operation.

The next chapter will conclude this thesis by summarising the research findings and discussing the implications of this research for the Malaysian public service. It will also outline the prospects for development bureaucracies in general and implications for further research.

CONCLUSIONS, IMPLICATIONS AND PROSPECTS FOR DEVELOPMENT BUREAUCRACIES

The main objective of this thesis was to ascertain the effects of quality management in public service organisations in a development bureaucracy, specifically focusing on human resources and organisational change. In this regard, the Malaysian public service was chosen as the study area. The inherent arguments in this thesis were that quality management with its roots in the manufacturing sector has brought forth several concepts and practices that have been applicable in the public sector. In developed market economies, this is evident in the implementation of mechanisms such as the Citizen's Charter in Britain and Customer Service Standards in the USA, and in the public service reform agendas of Canada, Australia and in Singapore from the East Asian region. The Malaysian public service represents a case of a 'developing' country that prescribed the implementation of quality management concepts in a comprehensive manner as an integral part of its public service reform process. Hence, an examination of the Malaysian case might identify the prospects for the application of quality management concepts in other development bureaucracies.

In view of the main objective of this study this thesis was guided by several research questions, which were set out in Chapter One, and were examined in subsequent chapters of the thesis. Chapter Two outlined the quality management concepts and practices prescribed by leading quality management theorists, and Chapter Three traced the emerging paradigms and practices in public service reform and identified the salience of quality management in public service reform programs. Having provided a review of this international literature Chapter Four

focused on the methodology adopted to obtain data for the Malaysian case. Hence, Chapter Five examined the application of quality management in the Malaysian public service and Chapter Six presented an analysis of the operational mechanisms of quality management and the perceptions of employees at INTAN through a case study of INTAN.

The theoretical framework for this study was drawn from the review of the writings of selected theorists on quality management. A review of the emerging paradigms and practices of public service reform was done to identify the context of quality management in public service reform in general. Detailed examination of the implementation of quality management in the Malaysian public service was conducted at two levels. One provided a broad overview of the DACs on quality management and the perceptions of two selected groups in the Malaysian public service, while the other was a detailed case study of one of three public service organisations recommended by the Malaysian government for such a study. The case study included a survey of managerial and non-managerial employees at INTAN, an examination of the implementation of the key operational mechanisms, QCCs, Work Teams and the Client's Charter, and interviews with QCC team members and senior managerial staff.

As stated in the introductory chapter, the findings of this research must be viewed in terms of the limitations of this study, which were related to constraints in obtaining comprehensive data on the Malaysian public service. The perceptions of the two selected groups of public service officials, referred as Training Groups, did not constitute a representative sample of the Malaysian public service. Given the profile of these groups, however, some reliance can be placed on their views as indicative of the experience of middle level public service officials with TQM implementation.

Similarly, the case of INTAN and its employees' perceptions must be seen as indicative rather than definitive. Given INTAN's role in public sector training and the place of TQM in that training, it seems reasonable to assume that among the organisations in the Malaysian public service, TQM would be operating well at INTAN.

Having summarised the main limitations of this study, this chapter will continue to present the conclusions of this study and identify the implications and prospects for implementing quality management in other development bureaucracies. Hence, the purpose of this chapter is two-fold. One is to summarise and discuss the findings of this research in terms of the theoretical literature on quality management and compare the studies done in the context of public service organisations in developed countries, reviewed in Chapter Two, with that of the Malaysian case examined in this thesis. The second is to examine the implications of this research for the Malaysian public service and to discuss the prospects for the application of quality management in development bureaucracies in general. The discussions of implications and prospects are speculative and reflective and bring forth issues for further research as a direct outcome of this thesis which will be presented as a final section of this chapter.

Summary and discussion of research findings

The concepts and practices of quality management were ascertained through a review of the writings of four key theorists, Deming, Juran, Ishikawa, and Crosby. The writings of these quality theorists showed approaches or 'roadmaps' prescribed by them for the achievement of quality products or services. Figure 2.4 in Chapter

Two provided a summary of their perception of the term 'quality' and the approaches prescribed for implementing quality management. Deming prescribed a system of implementing fourteen points, while Juran proposed a three-tier approach of quality planning, improvement and control. Ishikawa placed more emphasis on the adoption of quality circles to involve employees with the aim of bringing out the best in human resource potential. The application of statistical tools to solve problems and eliminate inconsistencies and defects to achieve a quality product was also stressed by Ishikawa. As noted by several scholars, the application of three concepts are generally evident in the application of quality management. These are teamwork, continuous improvement, and customer orientation, which have popularly been referred to as TQM (Hackman and Wageman, 1995; Dean Jr. and Bowen, 1994; Grant et al., 1994; Bank, 1992; Jablonski, 1992).

A review of the theoretical literature on the New Public Management (NPM) showed that although NPM focused on economic rationalisation programs such as 'contract management' and 'outsourcing' of services, another aspect of NPM centred on improving existing organisations. Theoretically, the practices adopted towards improving existing organisations have been classified by one theorist into an objective and a subjective stream (Lovell, 1994:9). Reform measures such as restructuring, management by objectives and performance pay were included under the objective stream, while TQM was related more to the subjective stream taking the human resource factor into account (Lovell, 1994:9). These theoretical relationships were depicted in Figure 3.1 in Chapter Three.

Hence, this research showed that recently adopted public service reform programs in the OECD countries, specifically, the USA, Britain, Canada, and Singapore, had placed emphasis on incorporating concepts pertaining to quality management. This included focus on improving the human resource potential, improving service

delivery by recognising and gauging the needs of the customers, and attempting to inculcate a new work culture in the public service. Focus on the customers was viewed as a prime aspect in the public service reform programs of developed countries reviewed in Chapter Three.

In the context of the Malaysian public service, the implementation of quality management was strongly endorsed by the government, with the issuance of DACs from the Prime Minister's department and subsequent training of public service employees in the implementation of these DACs. This Malaysian model closely paralleled both the theoretical TQM prescriptions and the international practice particularly evident in the operational mechanisms adopted under reform strategies of developed countries reviewed in Chapter Three. These operational mechanisms include the Citizen's Charter in Britain and Customer Service Standards in the USA and Canada.

According to the Development Administration Circular Number 1 of 1992, TQM was defined as,

... a continuous process that involves the whole organisation and is customer driven. This process is aimed at achieving a culture of excellence ... Hence TQM can be seen as a process of culture transformation through which elements of culture are modified, replaced or strengthened with better elements. These elements encompass values and attitudes, systems and procedures, operational practices, organisational structure and so forth ... TQM aims ultimately to enable organisations to achieve total quality in all operational aspects (Malaysia Prime Minister's Department, 1992:1).

From the above definition it was evident that the three concepts of quality management, that is, team work, customer orientation and continuous improvement, as identified in the theoretical literature, were adopted as the central tenets in the aims of the quality management reforms in the Malaysian public service. Hence, it was shown in Chapter Five, that the application of quality

management in the Malaysian public service at the official level was through a series of circulars, named as DACs, which since 1991, gradually introduced the philosophy of quality management concepts and the institutional and operational mechanisms of quality management. Three DACs were noted as particularly significant since these outlined a basic quality management framework in the Malaysian public service. These were the circulars on the QCCs, TQM and the Client's Charter. An institutional mechanism had already been adopted through an earlier circular (DAC Number 4 of 1991) that proposed a steering committee to oversee and manage quality improvement programs in each public service department.

The application of these concepts in the Malaysian public service through the mechanism of the DACs were further examined through the perceptions of two selected groups of employees in the Malaysian public service, referred to as Training Groups. Although the Training Groups were not a representative sample of the Malaysian public service, they were broad enough to be indicative of general attitudes, and their perceptions provided a broader picture with respect to the general impressions of Malaysian public service employees on quality management in general. The Training Groups were questioned on the effects of TQM in general.

Two major research findings were identified from a review of the DACs and the perceptions of the Training Groups. One was that an identifiable framework existed for the implementation of quality management in the Malaysian public service. This framework was evident from the TQM principles adopted as policy in the DACs and the operational mechanisms of QCCs and the Client's Charter they established. In addition, an institutional framework had been set up in public service organisations, which consisted of the Steering Committee, Work Teams and QCCs, that facilitated the implementation of quality management.

Second, a high degree of awareness and inculcation of quality management concepts was noted among the Training Groups. This was reflected from the finding that a significant percentage of employees from the Training Groups felt that TQM had an impact on employee training, job satisfaction, work skill and knowledge, work recognition, and changes in work practices. A significant percentage also agreed that TQM had improved employee performance and organisational performance. The perceptions of the Training Groups showed a high degree of awareness of quality management concepts and practices and a significantly positive outlook with respect to the impact of quality management on Malaysian public service organisations.

However, some of the negative comments recorded from a few of the respondents from the Training Groups pointed to problems that have been identified by previous scholars in the application of QCCs. These also converged on the less positive findings of the case study, and included concern over added bureaucratic procedures and the generation of more work that was time consuming. Underlying these, however, was a more general suspicion of the top down nature of TQM reforms.

With regard to the analysis of the case study of INTAN, the general awareness reflected in the perceptions of the Training Groups were also evident from employees at INTAN. The less positive findings of the case study included, the finding that QCCs had not become assimilated at INTAN and a general concern on the triviality of issues tackled by QCCs. The findings from the case study also provided evidence for the notion that the outcomes of teams were not effective. Hence, the research findings from the case study of INTAN are as follows.

1. The implementation of the QCCs and the Client's Charter mechanisms have institutionalised the concepts of team work and customer orientation at INTAN. The main operational mechanisms of core quality management concepts, the QCCs and the Client's Charter, in the context of INTAN, were being implemented through a well-established institutional structure. The productive functioning of these two operational mechanisms was reflected in the perceptions of employees at INTAN and also the perceptions of INTAN's clients. For example, it was pointed out that the QCC reviewed at INTAN had recorded improvements in work processes, saved resources, and involved the employees in the Printing Section. With respect to the Client's Charter too, the surveys reviewed by this researcher, reflected a high level of satisfaction by INTAN's clients. Seventy five per cent of the respondents surveyed in 1996 were satisfied overall with the services delivered by INTAN.

Positive outcomes were also reflected from the perceptions of employees at INTAN on the selected organisational aspects referred to in Chapter Six. A cumulative total of the highest percentage of responses and the second highest percentage of responses revealed that employees at INTAN were generally positive and felt that TQM has had a positive impact on the training of employees, improving the work skill and knowledge of employees, and bringing about positive changes in work. TQM was also seen as having had an impact on introducing team work, improving job satisfaction and providing adequate recognition to the work done by employees. It was also credited with having improved employee relations and improved the morale of employees at INTAN. Furthermore, TQM was perceived to be effective in improving employee performance and organisational performance. These findings provided evidence that TQM had changed the perceptions of employees at INTAN which was evident in their positive views on the selected organisational aspects. As discussed in Chapter Six, a majority of employees at INTAN expressed positive attitudes towards the effects of TQM on a majority of the organisational aspects

selected to determine the organisational impact of quality management. However, aspects pertaining to teamwork, employees' direct impact on the customer and improving employee and organisational performance were rated less positively.

2. The conceptual and operational framework for implementing QCCs was adopted as prescribed by quality theorists reviewed in Chapter Two. The PDCA cycle was used in the problem identification and problem solving methods, and statistical tools identified from the literature by Ishikawa were utilised in QCCs. This was evident to the researcher through a detailed examination of the 'G.O.F. 10' group in the Printing Section, and through reports produced by QCCs and from interviews with members of the QCCs. The major outcomes of the adoption and implementation of the 'G.O.F. 10' were, improved operational mechanisms, reduced mistakes and saved paper. This finding is supported by the Malaysian government literature, which reported successful implementation of QCCs in several public service departments. This finding also showed that in the context of development bureaucracies the concept of team work could be applied successfully in individual public service organisations through adequate training and top management support, which may improve work processes and instil a positive perception among employees. However, a detailed analysis of the application of quality management concepts at INTAN and further analysis of the perceptions obtained from employees at INTAN highlighted several areas in which TQM implementation had less positive results.

3. The QCCs had not become assimilated as part of the organisational culture and work practice of INTAN. Several observations by the researcher supported this finding. These included the observation that QCCs at INTAN were convened on the Government's call to send QCC teams to the annual QCC convention; over 50 percent of the respondents at INTAN had stated that they had never participated in

QCCs; and that 40 percent of the respondents stated that they were not involved because they were not invited. Furthermore, 39 percent also chose not to respond to this question. This outcome could be related to inadequate training of employees on QCCs. Therefore, with regard to this third major finding, several important questions may be raised on the very rationale and existence of the QCC. As one of the program heads at INTAN stated, 'why do they (employees) have to form a QCC to discuss and propose solutions on such trivial issues, when my door is always open for them to come in and give their suggestions which could be implemented immediately' (Interview 9).

4. At INTAN, the main criticisms of QCCs focused on the triviality of the tasks undertaken for discussion at the QCCs and the added bureaucratic procedures that emerged with the QCCs. Hence, it was pointed out in Chapter Six, that the formation of QCCs in large scale manufacturing companies may yield significant savings in cost and operational efficiency, while their application in small trivial issues such as how to save paper in a comparatively small organisation, may result in wastage of time, material and human resources and may have a negative effect on the perceptions of employees when compared to the actual cost saved. It must be pointed out that such perceptions were obtained from some employees who were critical of the bureaucratic procedures that need to be adhered to in the functioning of QCCs and the lack of involvement by managers in the operation of QCCs.

5. Studies already conducted by the management of INTAN on the Client's Charter showed that the percentage of INTAN's clients who believed that INTAN had fulfilled the promises laid down in the Client's Charter had dropped from 84.8 percent in 1995 to 75.4 in 1996. The sources of dissatisfaction identified in the Client's Charter survey report of 1996 ranged from slow responses to requests

made by course participants to complaints by course participants regarding facilities and resources provided to them. Such a decline in the overall satisfaction rate of INTAN's clients perhaps reflects the need for extra effort on the part of employees at INTAN towards continuous improvement of services to clients based on the feedback of course participants.

6. The perceptions of employees at INTAN when correlated with those who were trained and involved in TQM practices showed that neither TQM training nor participation in QCCs had a marked effect on the perceptions of employees at INTAN on several of the organisational aspects examined. It was found there were no differences in perceptions among those who had received TQM training and those who had not received TQM training on the questions pertaining to aspects of team work and group involvement and whether employees had an impact directly on the customer. It was also found that there was a similarity in the perceptions of those who were participants in QCCs and those who were not, regarding the benefits and usefulness of group involvement and several other organisational aspects.

Two explanations may be put forth with regard to these findings. One is that TQM concepts and practices have been assimilated so well at INTAN that even those who were not directly trained in TQM or those who were not participants of QCCs felt that TQM had a positive affect on employees and the organisation. The second is that employees who were trained in TQM and who participated in QCC activity showed indifference and were not convinced that TQM was having a genuine impact at INTAN, but because they had felt a change in policies and practices which is attributed to the implementation of quality management, they responded by stating that TQM has had to some extent a positive impact on the organisation. The latter explanation could be supported from the research findings in two ways. The

first was that the responses of most of the respondents on the organisational aspect pertaining to teamwork did not show a strong commitment on whether TQM had an impact or whether TQM did not have an impact when compared to the other organisational aspects studied. This was evident from Tables 6.24 and 6.25. Secondly, as already discussed, the analysis of the QCC activity at INTAN showed that it had perhaps not been assimilated into INTAN to the extent that the rhetoric of the DACs demanded.

Finally, the findings from the Malaysian public service must be viewed in terms of the studies reviewed in Chapter Two to set this research in context with other existing research. In Chapter Two it was shown that positive impacts on human resources, jobs and organisational change, cost of operation and productivity of the organisation were recorded in private sector organisations in the USA, Britain, and Australia that had implemented TQM (Hodgetts, 1994; Shea and Gobeli, 1995; Fisher, 1990; Fisher and Davis 1992; Fisher, 1993; Lam, 1995). Studies done on public organisations in developed countries that had implemented TQM too reported positive changes mainly in increasing the awareness of employees and improving customer satisfaction (Redman et al., 1995:27). This study in the context of development bureaucracies had shown that the perceptions of employees had been positive on a majority of the organisational aspects studied, although less positive findings were reported from the Training Groups and the case study of INTAN on the benefits and value of team work.

A common theme in international commentary on TQM implementation is the need for top level support. Park (1997) reported on the critical success factors for TQM implementation in US public organisations in these terms (Park, 1997:221-223). O'Donnell's findings in respect of a public organisation in New South Wales, Australia, add a dimension to this by showing that TQM could not be successful if

there are conflicting management agendas such as cost cutting measures (O'Donnell, 1996:259). For TQM to be successful it would require total support of the top management. One other study done in the context of public organisations reported problems in implementing quality management in the sense that quality management could not be imposed on existing management structures (McGowan, 1995:330). Such findings have been supported in a more recent study done in the context of public organisations in the USA by McDaniel (1997), who reported that leadership commitment activities in support of TQM were related positively to the level of TQM implementation (McDaniel, 1997:112).

In the Malaysian case, this research has shown that there were no conflicting government agendas, and the government policies through the DACs, and the subsequent training of employees on TQM provided central support for TQM activities. In addition, the activities and policies of the Malaysian government since the 1980s had been conducive to the implementation of quality management in the public service. It was found for example, that since the implementation of the excellent work culture movement in 1989 under Dr. Mahathir, a strong attempt was made by the Government to create greater awareness on the need to improve the quality of public services. A further move by the Malaysian government in the early 1980s to bring about a change in the traditional work culture and work practices was referred to in Chapter Five, which was evident in the introduction of the punch clock system and the compulsory name-tag system which attempted to bring about better customer service in public service departments. Hence, a gradual introduction of such practices may have contributed overall to a change in work practices and improvement in the quality of services delivered by public service departments. However, there seems to be a dichotomy between the success of the Government's quality management policies on paper and the reality of the actual outcomes of quality management as perceived by public service employees

especially on the impact of team activity and the assimilation of the operational mechanism of QCC. Such a dichotomy was noted in the discussions of the Charter initiative in Britain in Chapter Three as well. The underlying issue here is that for administrative reform to take full effect, the management in organisations need to express greater commitment and concern on the genuineness of such reform programs, and to listen to employees and avoid added bureaucratic procedures which in the first instance was the key objective of the administrative reform programs.

Another recent illustration of this is a study in the context of public organisations in the USA which showed that employee involvement in team projects were associated with many positive employee outcomes such as job satisfaction, feedback and skill variety (James, 1997:225). James' conclusion was that his findings supported and were consistent with the theory and empirical research on the effects of participation (James, 1997:225). This does not appear to be the case at INTAN where the perceptions of employees on the benefits and usefulness of teamwork were low especially when examined in terms of the cumulative responses to determine the trend. These findings were supported by the low level of participation in the QCCs, and the finding that QCCs have perhaps been not assimilated well at INTAN. This point is discussed further in the following section on the implications of these findings for the Malaysian public service. Here, however, it is worth noting the implications of the analysis of their findings by O'Donnell (1996) and McGowan (1995) in Australia and the USA respectively. The limitations they wrote in respect to the successful implementation of TQM basically 'came down' to employee suspicion of management and unwillingness by management to change where its powers are threatened. The issue here is that quality management scholars and theorists are of the belief that it is possible to liberate the initiatives and potential of employees and provide them with a sense of ownership

(Ishikawa,1984:4; Glover,1992:89), but many organisational structures are based on precisely the opposite, that is, controlling the employee. This may be more so in development bureaucracies.

Policy implications for the Malaysian public service

This study has shown that the operational mechanisms of the QCCs and the Client's Charter had been institutionalised and the perceptions of employees from the Training Groups and the perceptions of employees at INTAN had been positive on several of the organisational aspects reflective of TQM implementation. It was also pointed out, however, that there were problems with the assimilation of QCC activities at INTAN, and that Client's Charter satisfaction level had dropped in 1996 when compared with that of the data obtained in the 1995 survey. Employee participation in QCCs was also low at INTAN and QCCs were convened on the Government's call for the annual QCC convention. At INTAN, employees' responses on the benefits and usefulness of group involvement were not rated as positively compared to the other organisational aspects. The implications for the future implementation of TQM principles and practices in Malaysian public service departments may therefore rest on an extensive review of the QCC mechanism and the continued training of public service employees on the aspects of TQM principles and practices. In addition, successful implementation of quality management may also be linked to the implementation of ISO 9000 which has brought in the requirement for the continued documentation of all work processes in public service organisations. The institutionalisation of the ISO 9000 in Malaysian public service organisations may, however, have created another layer of bureaucratic structure in public service departments. It may simply be another example of 'top down' reform.

Based on the research at INTAN, it may be suggested that a stronger commitment and involvement on the part of managers and more training of employees is required for the sustained application of QCCs and team activity in the Malaysian public service. It was pointed out in a study done in public organisations in the USA that TQM teams have survived and been successful with team projects resulting in many positive employee outcomes such as job satisfaction, feedback and skill variety (James, 1997:224-225). In the case of the Malaysian public service, the institutional mechanisms are present through the implementation of the DACs and employees are being trained, although more training is required. But the benefits to managers and employees in particular organisational environments appear less clear. At INTAN both expressed support for the general aspects of TQM but there was evidence for example that QCCs were not being assimilated into the organisation's functions and hence employees were not enthusiastic about the benefits of team activity.

In the literature the key is seen as lying with management commitment which is widely acclaimed as the crucial factor in the successful implementation of quality management. Theorists such as Deming, foresaw this aspect as one of the most important steps towards implementing quality management. Other academics have also pointed out the relevance and significance of management commitment. For example, research by Park (1997) on public organisations implementing TQM in the USA had shown that top management involvement was a critical factor for the successful implementation of TQM (Park, 1997:223). In the case of local government organisations in the USA, research has also shown the level of leadership involvement and responsibility as a determinant of the level of TQM implementation in city governments (McDaniel, 1997:142-143).

On the employee side of the bargain, a broadening of the scope of the activities undertaken by the QCCs may help avoid the 'destructive forces' pointed out by Lawler and Mohrman (1985). According to them the eventual decline of quality circles comes about with cynicism of the program by employees (Lawler and Mohrman, 1985:67). As shown from the findings of this research, low QCC participation rate, doubt with regard to the usefulness of the QCCs by some managerial staff, negative perceptions of employees who feel that QCCs were an additional burden fraught with bureaucratic procedures, are perhaps symptoms of such a decline. Just as at INTAN, cynicism was shown by employees who felt that many of the issues discussed in QCCs were too trivial. A broadening of issues that employees could discuss in QCCs may bring about a greater sense of employee involvement and participation in the management of the organisation, and may reverse some of the symptoms identified by the researcher. It is difficult to see how this can happen unless managers are prepared to devolve decision making power to lower organisational levels.

Increased training of employees for the continued and effective implementation of TQM in the Malaysian public service is being proposed by this researcher because a high percentage of respondents at INTAN reported that they were not getting sufficient training overall. Recent research in the USA by Park (1997) identified human resource development, training and employee participation and involvement as critical success factors in TQM implementation (Park, 1997:223). Another scholar, McDaniel (1997), has shown the importance of empowering employees and removing all barriers that impede such empowerment which include employee participation and team work (McDaniel, 1997:144). The need for a continued effort on the implementation of the Client's Charter was also identified at INTAN since there was a drop in the overall satisfaction levels as perceived by the clients of INTAN. Such a decline also prompts increased training especially of staff who are in

direct contact with INTAN customers. Hence, continued focus on human resource development through increased training is required for continued improvement and for sustaining the effective implementation of a TQM program in the Malaysian public service.

One of the major negatives for TQM implementation at INTAN was seen by some managers in terms of the extra layer of bureaucracy it added. These problems of increased work-load and added bureaucratic structures are perhaps being compounded with the implementation of ISO 9000 in public service departments. The implementation of ISO 9000 brings with it the requirement for documentation of all procedures and standards to be followed in the functioning of all aspects of the organisation, which may initially create more work for employees. Establishment of standards and procedures to be followed has been regarded as an essential step in the continued provision of quality services in an organisation (Interview 10). One view was that ISO 9000 has provided an operational mechanism for maintaining high standards of service which the TQM programs failed to do (Interview 10). Then the question that may be raised is whether QCCs and the Client's Charter had not provided the necessary operational mechanisms to gauge customer needs and deliver services to the standards that are set by the customers in the Malaysian public service. Because TQM concepts and practices and ISO 9000 are being implemented side by side the point to be made here is that there is a greater need for employee training in an effort to increase the awareness of employees on the fundamental of ISO 9000 and how it complements TQM.

Prospects for development bureaucracies

In a discussion concerning the prospects of implementing quality management in development bureaucracies, the issue of transferability of a 'western-based'

managerial concept such as quality management to the context of developing countries is perhaps of relevance. Several Malaysian scholars have argued the incompatibility of 'western-based' management concepts in the cultural context of the Malaysian society, and have theorised on the need for an adaptation of such management concepts (Abdullah, 1993/1994:36-71; Sachidanandam, 1991:52-71). However, the aspect of culture and ethnic differences in public service organisations was not discussed in this thesis as it was beyond the scope of this study. Furthermore, as mentioned in Chapter Four, the researcher was also advised by the Director of INTAN not to include questions regarding ethnicity. In fact, these questions are pre-empted in an operational sense in the complete acceptance by the policy makers that quality management concepts and practices are applicable and have been adopted in the Malaysian public service.

This has been consciously done as part of the sort of 'adoption of a model' seen internationally as a common phenomena in the administration of not only in developed but also developing countries.²³ The operational mechanisms of QCCs together with statistical problem solving tools for example were applied as prescribed by Ishikawa in the Malaysian context. Hence, one outcome of the implementation of TQM in this context was the institutionalisation of two core concepts crucial in the implementation of quality management that is team work and customer orientation. These concepts were institutionalised in the Malaysian case with the adoption of the operational mechanisms of the QCCs and the Client's Charter. Once again these mechanisms were adopted with little effort at adaptation so that the rhetoric establishing their use as policy is almost identical to government pronouncements on the same matters in Britain, USA and Canada described in

²³ Drawing lessons from experiences of others is commonly evident in public policy. For discussions on lesson drawing see R. Rose, 1993. *Lesson-drawing in Public Policy: a guide to learning across time and space*, Chatham House Publishers, New Jersey.

Chapter Three. Nonetheless, the positive perceptions in general of the Training Groups and the employees at INTAN on several organisational aspects provided confirmation of the finding that quality management had raised awareness of employees and changed their perceptions. Therefore, it may be stated that the 'model' works and that quality management may have similar levels of success under identical circumstances in other developing countries.

The strategy for implementing quality management in the Malaysian public service involved DACs, training of employees, institutional mechanisms and operational mechanisms such as QCCs and the Client's Charter. In addition, public service awards were established at different levels for organisations that excelled in improving the quality of services and productivity. Monitoring of the DAC implementation process through strategies such as Inspectorate Teams from MAMPU and recognising the work done by respective public service organisations through the annual QCC convention have perhaps contributed to sustaining the implementation of quality management in the Malaysian public service. These strategies and mechanisms show ongoing effort and commitment on the part of the Government and may be seen as crucial success factors in the implementation of quality management. However, commitment at the policy level may not be sufficient as success will depend on support by the employees.

The prospects of implementing quality management in development bureaucracies is also reflected through the benefits drawn from its application in the Malaysian public service and through the perceptions of the Training Groups and employees surveyed at INTAN. This research has shown that quality management increases the awareness of employees, improves their work skills, and brings about greater involvement on the part of employees in organisational efforts. Quality management also has the potential to change organisational structures and change work

attitudes of employees in development bureaucracies. In addition, the implementation of the concepts of customer orientation recognises and takes into account the needs and requirements of the citizens and may replace the 'top down' approach to reform in development bureaucracies.

Furthermore, the need for the application of a management concept with the potential for increasing the awareness of employees and changing prevalent work attitudes is more important in development bureaucracies due to certain distinctive features in such bureaucracies.

The first of these is that in many such nations colonial rule has institutionalised an appropriate bureaucratic structure (Turner and Hume, 1997:221). One end result of such an inheritance has been the establishment of a bureaucratic structure that led to a pre-occupation with system maintenance and adherence to rules and regulations (Esman, 1972:98). The Malaysian public service has made significant progress in disentangling the rigid bureaucratic structures set up under British colonial rule for the purpose of system maintenance, through several reform initiatives, as outlined in Chapter Five. However, it may be stated that such 'rules-oriented' and 'files-oriented' bureaucracies are still prevalent in many development bureaucracies. A manifestation of such rigid bureaucracies is excessive red tape with clearance and approval required for many activities from a series of senior officers.²⁴ The problem of red tape and unnecessary delays is compounded by the relatively low level of skills and training of the bureaucrats themselves (Palmer et al., 1988:19-23). The training and development of human resources thus represent

²⁴ For a discussion of such problems in development bureaucracies see S.H. Salleh, 1992, 'Civil service and national development', in S.H.Salleh (ed.), *Civil Service in the South Asian Region: challenges and prospects of the year 2000*, Asian Pacific Development Centre, Kuala Lumpur:3-7.

one aspect that requires the most emphasis in public service reform in development bureaucracies (Kaul and Collins, 1995:203-204; Collins, 1993:334-340). Quality management has considerable potential for changing such well-established bureaucratic structures, red tape and system maintenance mechanisms that may be detrimental to the effective functioning of the public service systems in developing countries. As seen in the Malaysian case, the implementation of quality management has contributed to training of employees and increased their awareness on the importance of addressing the needs of the customers for greater efficiency and effectiveness. This is reflected in the positive perceptions of a majority of respondents on a number of organisational assessment measures discussed in Chapter Six.

The second salient characteristic of development bureaucracies is the dominance of established social norms and values in the bureaucracy. In this sense, the public service may be a mirror-image of the society, linked to the values, traditions and human relationships that exist outside. Hence, several societal aspects are commonly reflected in the bureaucracy of 'developing' nations. Human relationships are reflected in the values associated with the family and religion. Families in traditional societies are large and play a dominant role. Issues such as respect for elders in the family and the desire and the obligation to assist members of the family is reflected in the deeds of the government bureaucracy as well.²⁵ For example, in the Malaysian context, one's place in the social system, status differences and respect for authority are prominent features in human relationships

²⁵ These issues are discussed in the following studies. Jamshidian, M., 1981. *Bureaucracy in Iran: historical and contemporary perspectives*, Ph.D. Dissertation, University of Wisconsin – Madison; Dhiravegin, L., 1978. *The Bureaucratic Elite of Thailand: a study of their sociological attributes, educational backgrounds and career advancement pattern*, Thai Kadi Research Institute, Thammasat University, Bangkok; and Francisco, G.A. Jr., 1959. *Higher civil servants in the Philippines: a study of the backgrounds, career patterns and attitudes of Filipino officials*, Ph.D. Dissertation, University of Minnesota.

(Esman, 1972:120; Puthuchear, 1978:87). The interpretations of rules and regulations and decisions taken are 'watered' down depending on who the person is in society. In such bureaucracies, regarding the citizens as equal customers may bring about a change in service delivery especially with the adoption of a quality management framework that is driven by top management and supported by employees.

The preceding discussion overviews very briefly the nature of development bureaucracies in terms of structure and work attitudes. The main aspects of quality management at the organisational level that appear to be relevant to development bureaucracies are those of involving employees in organisational activities and increasing their awareness in meeting the needs of customers, instead of the routine maintenance of a 'files-oriented' and 'rule-bound' organisational system. The other aspect of relevance centred on changing the focus of the organisation to meet the needs of the customers, with employees regarding citizens as customers who are 'equal' regardless of social status or ethnic group in development bureaucracies.

Although this research has shown that the perceptions of employees had been positive with regard to the organisational aspects selected, and that employees have involved themselves in organisational matters through QCCs and Work Teams, this thesis does not claim that the application of quality management will be the cure for all the ills of public administration. Even the few issues associated with the bureaucratic structure and prevalent work attitudes discussed in the preceding paragraphs require extensive research, as this thesis has not examined in detail the aspect of work attitudes in development bureaucracies. However, it must be pointed out that quality management may institutionalise certain practices and instil a change in the culture of the organisation which may raise the awareness of

employees, improve their potential and contribute towards improving organisational performance and service delivery.

Research and other policy implications

Because of resource and time constraints and the limited scope of this study, several issues need to be researched further for a comprehensive examination of the effects of quality management in the Malaysian public service, which may have implications for the Malaysian public service and for development bureaucracies in general. This research has also highlighted in more general terms several key policy aspects of administrative reforms in development bureaucracies. The issues that are presented here in terms of further research implications are limited to questions that the researcher was confronted during the course of this research.

First, there is a need for a comprehensive examination of the implementation of each DAC separately. In the Malaysian public service the DACs have been the main mode adopted by the Government in its efforts to modernise the administrative machinery and inculcate positive values among public service employees. To date there have been 23 DACs issued by the Malaysian government. The perceptions of employees obtained in this research would have been shaped to a great extent by the implementation of all these circulars. Hence, the implementation of each of these DAC needs to be examined in terms of the levels of implementation in different public service departments, the operational mechanisms adopted for implementation and employee perceptions of their impact across a range of government departments.

Second, there is a need to identify crucial success or failure factors in the implementation of quality management in the Malaysian public service. For

example, during the course of this study the researcher was confronted by success stories alluded to in government publications, or in conversations with government officials. One case in point was with respect to INTAN. One senior managerial employee, when asked why QCCs were not convened at INTAN, replied that QCCs have been practiced very well and are quite successful in the regional campuses of INTAN (Interview 3). The point of significance is that if there is a perception that certain organisations are performing well in implementing quality management then it is useful to undertake a research on why it has been successful. On the other hand, if some organisations are lagging behind in matters of implementation then again further research may shed light on issues that require a re-examination.

Third, research into another organisation which is perhaps more 'typical' of a public service organisation must be undertaken in a similar manner to determine the level of implementation of the operational mechanisms and the perceptions of employees. Departments such as immigration, customs, health, education, or state governments are perhaps closer to the citizens and are faced with more basic and urgent demands from their customers. Other public organisations such as the prisons or the corrections department could be interesting as their definition of the customer might be different, because the question may be raised on whether the clients are the prisoners or the public at large.²⁶

Fourth, research of this type needs to include the issue of ethnic and cultural differences with regard to the extent quality management may impact on employees. This is an issue of great importance in a plural society such as Malaysia, where economic and social policies of the Government have been

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An interesting discussion of this aspect with respect to the Australian case is available in commentaries by P. Weller and S. Vardon, 1997, 'Are prisoners clients?', *The Australian Journal of Public Administration*, 56(1):125-129.

dominated by the politics of ethnic groups. Questions that may be explored include the perceptions of different ethnic groups on issues related to involvement, team work, empowerment and sense of ownership. Such research could also address the issue of work attitudes and the potential of quality management to change work attitudes.

Fifth, research is required to establish effectiveness measurement strategies in the implementation of quality management. While this may be seen as a general necessity in terms of measuring the productivity of organisations and performance of employees, it is perhaps more challenging in the context of organisations involved in delivering services. Effectiveness could be measured in terms of cost saving initiatives and such tangible measures. This would perhaps reveal the 'tangible' effects of quality management in public service organisations. Additional work is needed in terms of measuring quality itself and this relates closely to public perceptions so it needs to be conducted within the cultural and historical particularities of the national and regional environments.

Finally, this thesis has made evident one of the problems in implementing reforms in 'developing' countries, which is the dichotomy addressed earlier between seemingly well-established government policies and guidelines with respect to quality management and the perceptions of employees on actual outcomes. In the 'policy implications' section of this chapter, greater management involvement and more training has been prescribed to address some of the problematic issues identified in this research. But the problem of unwillingness to devolve decision making power within relatively authoritative traditions may continue to undermine efforts to 'liberate employees initiatives'.

The implementation of the ISO 9000 concept by the Malaysian government in 1996 may be viewed as a move to embrace a new management philosophy that casts doubt on the value of the existing management paradigm. Although the government's DAC on implementing ISO 9000 has attempted to clarify the links between TQM and ISO 9000, there seems to be a need to fill a gap in the implementation of TQM. This aspect was pointed out in an earlier discussion as some managerial employees at INTAN had stated that TQM was merely a philosophy while ISO 9000 provided the operational mechanism for implementation (Interviews 9 and 10). The point of significance here is that unless the managerial level employees in public service organisations can demonstrate that such reforms are genuine, and work towards achieving them through greater commitment and involvement by managerial employees themselves, there will be cynicism on the part of employees on the genuineness of reform. The application of a management discipline towards administrative reform in such an instance may be viewed as a passing management fad.

Therefore, there is a need to focus more on the aspect of understanding the nature of the demand for sustaining such administrative reforms. In the case of this research, two issues may serve as examples. One was the case of the decline of the QCCs and the other, the weak recognition of employees' efforts by the management. Both these issues deserve serious attention in both policy and study of ongoing reform activity in the public service.

In practical terms of work recognition, one explanation may be evident through reward mechanisms installed under quality management, which have failed to recognise employees for the extra work done and the commitment placed in team activity. This points to the need for a mechanism for recognising individual employee achievements to be put in place in tandem with recognising the

performance and productivity of public service organisations. This may be achieved through the present performance appraisal system, thus achieving the dual objective of strengthening the appraisal system and recognising employees for their efforts under quality management system.

To conclude, TQM has provided a focus for change in the Malaysian public service. Several lessons are evident from the Malaysian case for other development bureaucracies attempting to embark on the task of reforming the administrative machinery of the government. A clear signal that the Malaysian case points to, as other similar research has done, is the importance of genuineness in any reform process if employee cynicism is to be avoided. In particular needs for management commitment and training, and the need to carry such reforms to completion have been evident in this study. If reform fails to become an on-going process that is in-built in the public service system and remains something imposed from 'outside' or 'above' it is unlikely to achieve the aims of increasing employee productivity. Continuous improvement is one of the core concepts of quality management. It is also an essential element in sustaining administrative reform activity for the achievement of 'real' reform.

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TRAINING GROUPS' QUESTIONNAIRE

Dear Sir/Madam,

I am a Phd student at the Australian National University. I am interested in how concepts pertaining to TQM have been adopted in the public sector of developed and developing countries, and what impacts the application of these concepts have had on human resources and organisational performance in general. My research has led me to the Malaysian public service because Malaysia seems to be the only developing country in the East Asian region that has officially adopted TQM in the public service.

I would like to begin by asking some questions about you and your job and the specific kinds of tasks and work activities that make up your job.

1. How long have you been employed in the public service?

- Less than a year.. . . . (1)
- One to less than 2 years .. (2)
- 2 to less than 5 years.. . . (3)
- 5 to less than 10 years.. . . (4)
- 10 years or more (5)

2. How long have you been employed at your present workplace?

- Less than a year.. . . . (1)
- One to less than 2 years.. (2)
- 2 to less than 5 years.. . . (3)
- 5 to less than 10 years.. . . (4)
- 10 years or more (5)

3. How long have you held your present position?

- Less than a year..... (1)
- One to less than 2 years ... (2)
- 2 to less than 5 years..... (3)
- 5 to less than 10 years (4)
- 10 years or more..... (5)

4. What are your **major** job responsibilities?

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5. Among your major job responsibilities, which tasks did you spend most of your time last year?

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6. What is the highest educational degree you obtained in school?

- Grade school diploma.....(1)
- High school diploma (2)
- Vocational or craft cert..... (3)
- College bachelor's degree ...(4)
- Master's degree(5)
- Doctoral degree(6)

7. Are you directly responsible to the most senior manager in your workplace or to another senior manager?

- To the most senior manager..(1)
- To another senior manager... (2)
- Other (please specify)

8. Are you directly involved in implementing TQM concepts in your section or unit?

- Yes(1)
- No(2)

9. How would you rate the following TQM strategies? There are 8 strategies listed in the Development Administration Circular of 1992. How would you rate their application on the following scale?

STRATEGY	V.Ineffective	Ineffective	Somewhat-effective	Effective	V.effective
9.1 Continuous improvement	(1)	(2)	(3)	(4)	(5)
9.2 Total employee involvement	(1)	(2)	(3)	(4)	(5)
9.3 Strategic actions	(1)	(2)	(3)	(4)	(5)
9.4 Orientation towards long-term objectives	(1)	(2)	(3)	(4)	(5)
9.5 Control of quality costs	(1)	(2)	(3)	(4)	(5)
9.6 Preventive action	(1)	(2)	(3)	(4)	(5)
9.7 Emphasis on quality assurance	(1)	(2)	(3)	(4)	(5)
9.8 Systematic problem solving	(1)	(2)	(3)	(4)	(5)

10. How would you rate the success of the *process improvement techniques* such as statistical control and other TQM techniques?

Very unsuccessful	.....(1)
Unsuccessful	.....(2)
Quite successful	.....(3)
Successful	.....(4)
Very successful	.....(5)

11. How would you assess the impact of TQM principles on the following aspects pertaining to human resources?

V.Ineffective / Ineffective / Somewhat-effective / Effective / V.effective

11.1 employee training	(1)	(2)	(3)	(4)	(5)
11.2 work independence	(1)	(2)	(3)	(4)	(5)
11.3 work satisfaction	(1)	(2)	(3)	(4)	(5)
11.4 work effort	(1)	(2)	(3)	(4)	(5)
11.5 work skill and knowledge	(1)	(2)	(3)	(4)	(5)
11.6 work recognition	(1)	(2)	(3)	(4)	(5)
11.7 employee relations	(1)	(2)	(3)	(4)	(5)
11.8 changes in work practices	(1)	(2)	(3)	(4)	(5)

12. What major organisational changes could be identified as a result of TQM practices? (eg: changes in work practices, work groups/teams)

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13. How would you rate these organisational changes?

Very ineffective(1)
Ineffective(2)
Quite effective	.....(3)
Effective	.....(4)
Very effective	.....(5)

14. In your opinion what have been the effects of *work improvement teams* on the organisation? State both positive and negative effects.

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15. In your opinion does the application of TQM practices and techniques improve the performance of the organisation?

No improvement	..... (1)
Very little improvement	..... (2)
Some improvement	..... (3)
Substantial improvement	..... (4)

16. In your experience, do you think that the overall performance of employees has improved as a result of TQM?

- No improvement (1)
- Very little improvement (2)
- Some improvement (3)
- Substantial improvement (4)

17. Do you feel that the adoption of TQM will enhance the public service reform process, and contribute to reforming the public service? If yes, how and in what ways?

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18. With regard to public service reform, in your opinion, what other reform measures go hand in hand with TQM? (such as the *excellent work culture* movement)

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19. What are your views on MS ISO9000? Is it achievable in the public service?

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DETAILS OF THIS RESPONDENT:

- 1. Job Title -----
- 2. Sex -----
- 3. Age -----

HEAD OF SECTION/UNIT QUESTIONNAIRE

This questionnaire is targeted to the heads of sections or units of this organisation. The objective is to obtain your views with regard to the implementation of TQM in this organisation.

The questionnaire will be divided into three sections. The first will focus on the nature of your work and job and on aspects of training. The second, on the nature of TQM implementation in this organisation, and the third on the possible effects of TQM practices and techniques.

SECTION A: THE NATURE OF YOUR WORK AND JOB

I would like to begin by asking some questions about you and your job and the specific kinds of tasks and work activities that make up your job.

A1. How long have you been employed in the public service?

- Less than a year.. ..
- ..(1)
- One to less than 2 years .. (2)
- 2 to less than 5 years. ... (3)
- 5 to less than 10 years. ... (4)
- 10 years or more (5)

A2. How long have you been employed at this workplace?

- Less than a year.. ..
- (1)
- One to less than 2 years.. (2)
- 2 to less than 5 years. ... (3)
- 5 to less than 10 years. ... (4)
- 10 years or more (5)

A3. How long have you held this present position at this workplace?

- Less than a year..... (1)
- One to less than 2 years ... (2)
- 2 to less than 5 years..... (3)
- 5 to less than 10 years (4)
- 10 years or more..... (5)

A4. As a manager/unit supervisor, what are your **major** job responsibilities?

A5. Among your major job responsibilities, on which of these tasks did you spend most of your time last year?

A6. What is the highest educational degree you obtained in school?

- Secondary school certificate (1)
- (form 5) (2)
- Secondary school certificate
- (form 6) (3)
- Vocational certificate (4)
- Diploma (5)
- College bachelor's degree ... (6)
- Master's degree (7)
- Doctoral degree (8)

A7. Are you directly responsible to the most senior manager at this workplace or to another senior manager here?

To the most senior manager..(1)
To another senior manager... (2)
Other (specify)

A8. Are you directly involved in implementing TQM concepts in your unit?

Yes(1)
No(2)

SECTION B: THE NATURE OF TQM IMPLEMENTATION

This section will attempt to assess the nature and degree to which TQM concepts are being implemented.

B1. Who are the customers that your section/unit is serving?

B2. In what ways does your section/unit gauge the requirements of these customers?

B3. How successful have these processes of gauging the needs of the customers been?

Very unsuccessful(1)
Unsuccessful(2)
Quite successful(3)
Successful(4)
Very successful(5)

B4. To meet the needs of the customers, are the members of your section/unit operating as teams?

Yes (1)
No (2)
Don't know(3)

B5. What have been the effects of work improvement teams? (state positive and negative effects)

B6. What are the process improvement techniques used in work teams of this section/ division or unit?

B7. How would you rate the success of the process improvement techniques used in the work improvement teams?

- Very unsuccessful(1)
- Unsuccessful(2)
- Quite successful(3)
- Successful (4)
- Very successful (5)

B8. How would you rate the following TQM strategies adopted in your unit?

STRATEGY	<i>V.Ineffective</i>	Ineffective	<i>Somewhat-effective</i>	Effective	<i>V.effective</i>
Continuous improvement	(1)	(2)	..... (3)	..... (4)	..... (5)
Total employee involvement...	(1)	(2)	..... (3)	..... (4)	..... (5)
Strategic actions	(1)	(2)	..... (3)	..... (4)	..... (5)
Orientation towards long term objectives	(1)	(2)	..... (3)	..... (4)	..... (5)
Control of quality costs	(1)	(2)	..... (3)	..... (4)	..... (5)
Preventive action	(1)	(2)	..... (3)	..... (4)	..... (5)
Emphasis on quality assurance	(1)	(2)	..... (3)	..... (4)	..... (5)
Systematic problem solving	(1)	(2)	..... (3)	..... (4)	..... (5)

SECTION C: EFFECTS OF TQM PRACTICES AND TECHNIQUES

This section inquires about the possible effects of TQM concepts and practices on work processes, behavioural and organisational changes in your organisation.

Training

C1. When you began this job, how much of the training was on the practices and techniques of TQM?

- Not at all (1)
- Very little (2)
- Some (3)
- Quite a bit (4)
- Very much (5)

C2. How much of the training was on the visions and objectives of this organisation?

- Not at all(1)
- Very little (2)
- Some(3)
- Quite a bit(4)
- Very much(5)

C3. Do you feel that you are getting enough training?

Yes(1)
No(2)
Don't know(3)

C4. Are you trained to do other jobs in your section or within other sections or units?

Yes(1)
No(2)
Being trained(3)

C5. Do you carry out other jobs when the need arises?

Yes(1)
No(2)

C6. Do you get the opportunity to practice the skills acquired in training programs conducted within or outside this organisation?

No opportunity(1)
Very little(2)
Some(3)
Quite a bit(4)
Very much(5)

Work independence

C7. Do you get the opportunity to exercise your ingenuity and creativity in your work?

Not at all(1)
Very little(2)
Some(3)
Quite a bit(4)
Very much(5)

C8. How much say or influence do you as an employee have in the decisions made in your unit?

None(1)
Little(2)
Some(3)
Quite a bit(4)
Very much(5)

Work satisfaction

C9. Which of the factors below would be most likely to make your job more satisfying?

Higher pay(1)
Greater responsibility(2)
More supervision(3)
Better career opportunities (4)
More training(5)

C10. What are the most satisfactory things about your job?

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C11. What are the least satisfactory things about your job?

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C12. How satisfied are you with your job?

Very unsatisfied(1)
Quite unsatisfied(2)
Somewhat satisfied(3)
Quite satisfied(4)
Very satisfied(5)

C13. How satisfied are you with your supervisor?

Very unsatisfied(1)
Quite unsatisfied(2)
Somewhat satisfied(3)
Quite satisfied(4)
Very satisfied(5)

Work effort and work knowledge

C14 How much effort do you put in your work?

None(1)
A little(2)
Some(3)
Quite a bit(4)
Very much(5)

C15. With the implementation of TQM, are you now working with greater skill and knowledge?

- Not at all(1)
- Very little(2)
- Some(3)
- Quite a bit(4)
- Very much(5)

Work recognition

C16. Are the achievements in your work recognised in any form by the senior management?

- Not at all(1)
- Very little(2)
- Some(3)
- Quite a bit(4)
- Always(5)

C17. What are these recognitions based on?

- An individual's performance(1)
- A workgroup's performance (2)
- This workplace's performance.. (3)
- Performance of other parts of this organisation(4)
- None of the above(5)

C18. How would you rate the TQM strategy to involve all employees to improve the work performance of your unit?

- Very ineffective(1)
- Ineffective(2)
- Somewhat effective(3)
- Quite effective(4)
- Very effective(5)

Employee relations and employee morale

C19. How effective has the application of TQM concepts been with regard to improving relations between employees?

- Very ineffective(1)
- Ineffective(2)
- Somewhat effective(3)
- Quite effective(4)
- Very effective(5)

C20. How would you rate the morale of employees in your unit?

- Very bad(1)
- Bad(2)
- Quite good(3)
- Good(4)
- Very good(5)

Work changes

C21. What changes do you perceive in your work as a result of TQM practices?

C22. How would you rate these changes?

- Very unproductive(1)
- Unproductive(2)
- Quite productive(3)
- Productive(4)
- Very productive(5)

Organisational changes

C23. What are the major organisational changes in your unit, that could be identified as a result of the implementation of TQM practices?

- Work groups(1)
- Process improvement techniques(2)
- Systemetic problem solving(3)
- others (Please specify)

C24. How would you rate these changes?

- Very unproductive(1)
- Unproductive(2)
- Quite productive(3)
- Productive(4)
- Very productive(5)

C25. Are there quality circles or productivity improvement groups operating in your unit?

Yes (If yes please state the (1)
name of the group)

.....

No (2)

C26. Have you been a participant of this group?

Yes(1)

No(2)

C27. If you were not involved in such a group, why not?

Not interested(1)

Not offered(2)

C28. Over the last year roughly how many times have this group met?

Number -----

C29. Over the last year roughly how many times have you participated in the meetings of such groups?

Number -----

C30. In your opinion which one of these statements best describes the composition of this group.

- There are more non-managerial representatives than managerial representatives(1)

- There is an equal number of managerial and non-managerial representatives(2)

- There are more managerial representatives than non-managerial representatives(3)

C31. What matters did the aforementioned group deal with in the meetings that you participated in the last six months?

Name five that you feel have been dealt with most?

1.

2.

3.

4.

5.

Your feelings about these changes

C32. Do you feel that being a participant of these groups has been a beneficial activity for you?

No benefit at all(1)

Very little benefit(2)

Some benefit(3)

Substantially beneficial(4)

C33. Do you feel that your involvement in these groups was a useful activity for the organisations?

No use at all(1)

Very little use(2)

Some use(3)

Substantially useful(4)

C34. Have these groups or teams had any impact on the way things are done around here?

Made things much worse(1)

Made things a bit worse(2)

No impact(3)

Made things a bit better(4)

Made things much better(5)

C35. Do you feel that your work has a direct impact on addressing the needs of the customers that this organisation is serving?

No direct impact. (1)

Very little impact(2)

Some impact(3)

Substantial impact(4)

C36. In your opinion has the application of TQM practices and techniques improved the performance of your unit overall?

No improvement(1)
Very little improvement(2)
Some improvement (3)
Substantial improvement(4)

C37. Do you think that the application of TQM concepts have improved the performance of this organisation?

No improvement(1)
Very little improvement(2)
Some improvement (3)
Substantial improvement(4)

C38. Do you think that the overall performance of employees have improved as a result of TQM?

No improvement(1)
Very little improvement(2)
Some improvement (3)
Substantial improvement (4)

THANK YOU

DETAILS OF HEAD OF SECTION/UNIT QUESTIONNAIRE

1. Job title of this respondent:
.....
2. Sex of this respondent:
Male
Female
3. Age of this respondent

STAFF MEMBER QUESTIONNAIRE

This questionnaire will be administered to the non-managerial employees in this organisation. The purpose is to obtain your views with regard to the implementation of TQM and its effects on human resources and organisational performance as a whole.

The questionnaire will be divided into two sections. The first will focus on the nature of your work and job and the second on the possible affects of TQM practices and techniques. The second section will attempt to obtain information on aspects of training, work changes, employee relations, employee morale, organisational changes and your feelings about these changes.

SECTION A: THE NATURE OF YOUR WORK AND JOB

I would like to begin by asking some questions about you and your job and the specific kinds of tasks and work activities that make up your job.

A1. How long have you been employed in the public service?

- Less than a year
- One to less than 2 years
- 2 to less than 5 years.
- 5 to less than 10 years
- 10 years or more

A2. How long have you been employed at this workplace?

- Less than a year
- One to less than 2 years
- 2 to less than 5 years
- 5 to less than 10 years
- 10 years or more

A3. How long have you held this present position at this workplace?

- Less than a year
- One to less than 2 years
- 2 to less than 5 years
- 5 to less than 10 years
- 10 years or more

A4. What are your **major** job responsibilities?

A5. Among your major job responsibilities, on which of these tasks did you spend the most time last year?

A6. What is the highest educational degree you obtained in school?

- Grade school diploma
- High school diploma
- Vocational or craft certificate
- College bachelor's degree
- Master's degree
- Doctoraldegree

SECTION C: EFFECTS OF TQM PRACTICES AND TECHNIQUES

This section inquires about aspects of training, and the possible effects of TQM concepts and practices on work processes, behavioural and organisational changes in your organisation.

<p><u>Training</u></p> <p>C1. When you began this job, how much of the training was on the practices and techniques of TQM?</p> <p>Not at all Very little Some Quite a bit Very much</p> <p>C2. How much of the training was on the visions and objectives of this organisation?</p> <p>Not at all Very little Some Quite a bit Very much</p> <p>C3. Do you feel that you are getting enough training?</p> <p>Yes No Don't know</p> <p>C4. Are you trained to do other jobs in your section or within other sections or units?</p> <p>Yes No Being trained</p> <p>C5. Do you carry out other jobs when the need arises?</p> <p>Yes No</p> <p>C6. Do you get the opportunity to practice the skills acquired in training programs conducted within or outside this organisation?</p> <p>No opportunity Very little Some Quite a bit Very much</p>	<p><u>Work independence</u></p> <p>C7. Do you get the opportunity to exercise your ingenuity and creativity in your work?</p> <p>Not at all Very little Some Quite a bit Very much</p> <p>C8. How much say or influence do you as an employee have in the decisions made in your unit?</p> <p>None Little Some Quite a bit Very much</p> <p><u>Work satisfaction</u></p> <p>C9. Which of the factors below would be most likely to make your job more satisfying?</p> <p>higher pay greater responsibility more supervision Better career opportunities More training</p> <p>C10. What are the most satisfactory things about your job?</p> <p>----- ----- ----- ----- -----</p> <p>C11. What are the least satisfactory things about your job?</p> <p>----- ----- ----- ----- -----</p>
---	---

C12 How satisfied are you with your job?

Very unsatisfied
Quite unsatisfied
Somewhat satisfied
Quite satisfied
Very satisfied

C13. How satisfied are you with your supervisor?

Very unsatisfied
Quite unsatisfied
Somewhat satisfied
Quite satisfied
Very satisfied

Work effort and work knowledge

C14. How much effort do you put in your work?

None
A little
Some
Quite a bit
Very much

C15. With the implementation of TQM, are you now working with greater skill and knowledge?

None
A little
Some
Quite a bit
Very much

Work recognition

C16. Are the achievements in your work recognised in any form by the senior management?

Not at all
Very little
Some
Quite a bit
Always

C17. What are these recognitions based on?

An individual's performance
A workgroup's performance
This workplace's performance
Performance of other parts of this organisation
None of the above

C18. How would you rate the TQM strategy to involve all employees to improve the work performance of your unit?

Very ineffective
Ineffective
Somewhat effective
Quite effective
Very effective

Employee relations and employee morale

C19. How effective has the application of TQM concepts been with regard to improving relations between employees?

Very ineffective
Ineffective
Somewhat effective
Quite effective
Very effective

C20. How would you rate the morale of employees in your unit?

Very bad
Bad
Quite good
Good
Very good

Work changes

C21. What changes do you perceive in your work as a result of TQM practices?

C22. How would you rate these changes?

Very unproductive
Unproductive
Quite productive
Productive
Very productive

Organisational changes

C23. What are the major organisational changes in your unit, that could be identified as a result of the implementation of TQM practices?

Work groups
Process improvement techniques
Systemetic problem solving
others (Please specify)

C24. How would you rate these changes?

Very unproductive
Unproductive
Quite productive
Productive
Very productive

C25. Are there quality circles or productivity improvement groups operating in your unit?

Yes
If yes please state the
name of the
group -----
No

B26. Have you been a participant of this group?

Yes
No

C27. If you were not involved in such a group, why not?

Not interested
Not offered
Declined

C28. -----

C29. Over the last year roughly how many times have you participated in the meetings of this group?

Number -----

C30. In your opinion which one of these statements best describes the composition of this group?

- There are more non-managerial representatives than managerial representatives
- There is an equal number of managerial and non-managerial representatives
- There are more managerial representatives than non-managerial representatives

C31. What matters did the aforementioned group deal with in the meetings that you participated in the last six months?

Name five that you feel have been dealt with most?

1. -----
2. -----
3. -----
4. -----
5. -----

Your feelings about these changes

C32. Do you feel that being a participant of these groups have been a beneficial activity for you?

No benefit at all
Very little benefit
Some benefit
Substantially beneficial

C33. Do you feel that your involvement in these groups was a useful activity for the organisations?

No use at all
Very little use
Some use
Substantially useful

C34. Have these groups or teams had any impact on the way things are done around here?

Made things much worse
Made things a bit worse
No impact
Made things a bit better
Made things much better

C35. Do you feel that your work has a direct impact on addressing the needs of the customers that this organisation is serving?

No direct impact
Very little impact
Some impact
Substantial impact

C36. In your opinion has the application of TQM practices and techniques improved the performance of your unit?

No improvement
Very little improvement
Some improvement
Substantial improvement

C37. Do you think that the application of TQM concepts and practices have improved the performance of this organisation overall?

No improvement
Very little improvement
Some improvement
Substantial improvement

C38. Do you think that the overall performance of employees have improved as a result of TQM?

No improvement
Very little improvement
Some improvement
Substantial improvement

THANK YOU

DETAILS OF THIS RESPONDENTS

1. Job title of this respondent:
.....
2. Sex of this respondent:
Male
Female
3. Age of this respondent
.....

SOALSELIDIK KAKITANGAN

Soalselidik ini akan dilakukan keatas sampel kakitangan yang terpilih dalam organisasi ini. Tujuannya ialah untuk mendapatkan pandangan anda mengenai perlaksanaan TQM dan kesannya keatas sumber manusia dan prestasi organisasi secara keseluruhan.

Soalselidik ini akan di bahagi kepada dua bahagian. Bahagian pertama akan bertumpu kepada sifat tugas anda dan bahagian kedua mengenai kesan yang mungkin timbul dari amalan dan teknik TQM. Bahagian kedua akan cuba mendapatkan matlumat mengenai ciri-ciri latihan, perubahan kerja, hubungan pekerja, semangat (morale) pekerja, perubahan organisasi dan perasaan anda mengenai perubahan-perubahan ini.

BAHAGIAN A : SIFAT TUGAS DAN KERJA ANDA

Saya ingin bermula dengan menanya beberapa soalan mengenai anda dan tugas anda serta kegiatan-kegiatan yang merangkumi tugas anda.

A1. Berapa lama anda telah bekerja di sektor awam?

- Kurang dari satu tahun (1)
- Satu hingga kurang dari 2 tahun(2)
- 2 hingga kurang dari 5 tahun(3)
- 5 hingga kurang dari 10 tahun(4)
- 10 tahun atau lebih(5)

A2. Berapa lama anda telah bekerja di tempat ini?

- Kurang dari satu tahun(1)
- Satu hingga kurang dari 2 tahun(2)
- 2 hingga kurang dari 5 tahun(3)
- 5 hingga kurang dari 10 tahun(4)
- 10 tahun atau lebih(5)

A3. Berapa lama anda telah memegang jawatan sekarang di tempat kerja ini?

- Kurang dari satu tahun(1)
- Satu hingga kurang dari 2 tahun(2)
- 2 hingga kurang dari 5 tahun(3)
- 5 hingga kurang dari 10 tahun(4)
- 10 tahun atau lebih(5)

A4. Apakah tanggungjawab utama tugas anda?

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A5. Antara tanggungjawab utama anda, tugas manakah yang anda tumpukan masa yang paling banyak tahun lepas?

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A6. Apakah kelulusan akademik tertinggi yang anda capai?

Sijil Sekolah Rendah(1)
Sijil Sekolah Menengah (Tingkatan Lima)(2)
Sijil Sekolah Menengah (Tingkatan Enam) (3)
Sijil Vokasional atau Teknik(4)
Diploma(5)
Ijazah Sarjana Muda(6)
Ijazah Sarjana(7)
Ijazah Kedoktoran(8)

BAHAGAIN B: (Tidak berkenaan untuk soalselidik kakitangan)

BAHAGIAN C :KESAN AMALAN DAN TEKNIK TQM

Bahagian ini meninjau mengenai ciri-ciri latihan, dan kesan yang mungkin dari konsep dan amalan TQM ke atas proses kerja, kelakuan dan perubahan organisasi dalam organisasi anda

Latihan

C1. Semasa anda memulakan tugas ini, sebanyak manakah latihan yang diberikan keatas amalan dan teknik TQM?

Tiada langsung(1)
Amat sedikit(2)
Sedikit(3)
Agak banyak(4)
Banyak(5)

C2. Banyak manakah latihan itu mengenai wawasan dan matlamat organisasi ini?

Tiada langsung(1)
Amat sedikit(2)
Sedikit(3)
Agak banyak(4)
Banyak(5)

C3. Adakah anda merasa anda mendapat cukup latihan?

Ya(1)
Tidak(2)
Tidak tahu(3)

C4. Adakah anda dilatih untuk melakukan tugas-tugas lain di seksyen anda, atau di seksyen atau unit lain?

- Ya(1)
- Tidak(2)
- Sedang di latih(3)

C5. Adakah anda melakukan tugas-tugas lain apabila keadaan memerlukan?

- Ya(1)
- Tidak(2)

C6. Adakah anda berpeluang untuk mengamalkan kemahiran yang diperolehi dari program latihan yang dikendalikan didalam atau diluar organisasi ini?

- Tiada peluang(1)
- Amat sedikit(2)
- Sedikit(3)
- Agak banyak(4)
- Banyak(5)

Kebebasan kerja

C7. Adakah anda berpeluang untuk menggunakan kepintaran dan dayacipta anda dalam tugas anda ?

- Tiada langsung(1)
- Amat sedikit(2)
- Sedikit(3)
- Agak banyak(4)
- Banyak(5)

C8. Banyak manakah hak atau pengaruh anda sebagai seorang pekerja dalam keputusan yang dibuat di unit anda?

- Tiada (1)
- Amat sedikit (2)
- Sedikit (3)
- Agak banyak (4)
- Banyak (5)

Kepuasan kerja

C9. Antara faktor dibawah, yang manakah akan paling membuat tugas anda lebih memuaskan?

- Lebih gaji(1)
- Lebih tanggungjawab(2)
- Lebih penyeliaan(3)
- Lebih peluang kerjaya(4)
- Lebih latihan(5)

C10. Apakah perkara yang paling memuaskan mengenai kerja anda?

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C11. Apakah perkara yang paling tidak memuaskan mengenai kerja anda?

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.....
.....
.....
.....
.....
.....
.....
.....

C12. Sejauh manakah kepuasan anda dengan kerja anda?

- Amat tidak puas (1)
Agak tidak puas(2)
Agak puas(3)
Puas(4)
Amat puas(5)

C13. Berapa kah kepuasan anda dengan penyelia anda?

- Amat tidak puas(1)
Agak tidak puas(2)
Agak puas(3)
Puas(4)
Amat puas(5)

Usaha kerja dan pengetahuan kerja

C14. Berapa banyak usaha yang anda berikan kepada kerja anda?

- Tiada langsung(1)
Amat sedikit(2)
Sedikit(3)
Agak banyak(4)
Banyak(5)

C15. Dengan perlaksanaan TQM, adakah anda sekarang bekerja dengan lebih kemahiran dan pengetahuan?

- Tiada langsung(1)
Amat sedikit(2)
Sedikit(3)
Agak banyak(4)
Banyak(5)

Pengiktirafan kerja

C16. Adakah pencapaian dalam kerja anda di iktiraf dalam apa-apa bentuk oleh pengurusan atasan?

- Tiada langsung(1)
Amat sedikit(2)
Sedikit(3)
Banyak(4)
Selalu(5)

C17. Apakah dasar pengiktirafan ini?

- Prestasi persendirian(1)
Prestasi kumpulan kerja(2)
Prestasi tempat kerja ini(3)
Prestasi bahagian lain organisasi ini(4)

C18. Bagaimana anda akan menilai strategi TQM untuk melibatkan semua pekerja untuk meningkatkan prestasi kerja unit anda?

- Sungguh tidak berkesan(1)
Tidak berkesan(2)
Agak berkesan(3)
Berkesan(4)
Amat berkesan(5)

Hubungan pekerja dan semangat pekerja

C19. Setakat mana keberkesanan konsep TQM dalam meningkatkan hubungan antara pekerja?

- Sungguh tidak berkesan(1)
Tidak berkesan(2)
Agak berkesan(3)
Berkesan(4)
Amat berkesan(5)

C20. Apakah penilaian anda mengenai semangat pekerja-pekerja di unit anda?

- Sungguh rendah(1)
Rendah(2)
Agak baik(3)
Baik(4)
Sungguh baik(5)

Perubahan kerja

C21. Apakah perubahan yang anda kesan dalam kerja anda hasil dari amalan TQM? Contoh Prosedur dan peraturan kerja.

.....
.....
.....
.....
.....
.....
.....
.....
.....

C22. Bagaimana anda menilai perubahan ini?

- Sungguh tidak produktif(1)
Tidak produktif(2)
Agak produktif(3)
Produktif(4)

Sungguh produktif(5)
Perubahan organisasi

C23. Apakah perubahan-perubahan besar di unit anda yang boleh di kenalpasti sebagai hasil dari pelaksanaan amalan TQM ?

- Kumpulan Kerja(1)
Teknik peningkatan proses(2)
Penyelesaian masalah bersistematik(3)
Lain-lain(sila-nyatakan)

.....
.....
.....

C24. Bagaimana anda menilai perubahan-perubahan ini?

- Sungguh tidak produktif(1)
Tidak produktif(2)
Agak produktif(3)
Produktif(4)
Sungguh produktif(5)

C25. Adakah terdapat kumpulan kualiti atau produktiviti yang berfungsi di unit anda?

Ya(1)

Jika ya, sila nyatakan nama kumpulan

.....
.....

Tidak(2)

C26. Pernahkah anda terlibat dengan kumpulan ini?

- Ya(1)
Tidak(2)

C27. Jika anda tidak terlibat dengan kumpulan sebegini, mengapa?

Tidak berminat(1)

Tidak di tawarkan(2)

Menolak(3)

C28. (Tidak berkenaan untuk soal selidik kakitangan)

C29. Sepanjang tahun lepas secara kasar berapa kali anda mengambil bahagian dalam mesyuarat kumpulan ini?

.....kali

C30. Pada pendapat anda, kenyataan berikut yang mana yang paling sesuai untuk menyifatkan keanggotaan kumpulan ini?

Terdapat lebih wakil bukan pengurusan berbanding wakil pengurusan(1)

Terdapat sama banyak wakil pengurusan dengan wakil bukan pengurusan(2)

Terdapat lebih wakil pengurusan berbanding wakil bukan pengurusan(3)

C31. Apakah perkara yang di tangani oleh kumpulan ini dalam mesyuarat-mesyuarat yang anda hadiri sepanjang enam bulan yang lalu?

Nyatakan lima yang anda anggap paling banyak di tangani.

1.

2.

3.

4.

5.

.....

Perasaan anda mengenai perubahan-perubahan ini

C32. Adakah anda berpendapat mengambil bahagian dalam kumpulan - kumpulan begini telah menjadi satu kegiatan bermanfaat untuk anda?

Tiada bermanfaat langsung(1)

Bermanfaat sedikit(2)

Bermanfaat(3)

Sungguh bermanfaat(4)

C33. Adakah anda berpendapat penyertaan anda dalam kumpulan-kumpulan ini satu kegiatan berguna untuk organisasi itu?

Tidak berguna langsung(1)

Hanya berguna sedikit(2)

Berguna(3)

Amat berguna(4)

C34. Adakah kumpulan-kumpulan ini membawa kesan kepada cara kerja disini?

Membuat cara amat buruk(1)

Membuat cara lebih buruk(2)

Tiada kesan ... (3)

Membuat cara lebih senang ...(4)

Membuat cara amat senang(5)

C35. Adakah anda berpendapat kerja anda mempunyai kesan terus dalam menghadapi keperluan pelanggan yang menerima perkhidmatan organisasi ini?

Tiada kesan langsung(1)

Kesan sedikit(2)

Berkesan(3)

Amat berkesan(4)

C36. Pada pendapat anda, adakah penggunaan amalan dan teknik TQM meningkatkan prestasi keseluruhan unit anda?

- Tiada peningkatan(1)
- Hanya sedikit peningkatan(2)
- Sedikit peningkatan(3)
- Peningkatan banyak(4)

C37. Pada pendapat anda, adakah penggunaan amalan dan teknik TQM meningkatkan prestasi keseluruhan organisasi ini?

- Tiada peningkatan(1)
- Hanya sedikit peningkatan(2)
- Sedikit peningkatan(3)
- Peningkatan banyak(4)

C38. Adakah anda berpendapat bahawa prestasi pekerja secara keseluruhan meningkat hasil dari TQM?

- Tiada peningkatan(1)
- Hanya sedikit peningkatan(2)
- Sedikit peningkatan(3)
- Peningkatan banyak(4)

Matlumat soalselidik kakitangan

1. Tajuk kerja responden ini:

.....

2. Jantina responden:

Lelaki

Perempuan

3. Umur responden

LIST OF INTERVIEWEES

Interviewee	Capacity in which interviewed	Date of interview
1 Liew Swee Liang	Coordinator, Diploma in Management Science Course, INTAN	18 June 97
2 Azmi Helmi Omar	Coordinator, Pre-Grade II Courses, INTAN	10 June 97
3 P. Manogran	Head of the Management Development and Quality Program, INTAN	24 June 97
4 Wan Omar	Asistant head of administration, INTAN	10 June 97
5 Mohd. Tahir bin Abdul Kapi	Training Officer, QCC training courses, INTAN	13 June 97
6 Nurmala Abd. Rahim	Official of the Malaysian Administrative Modernisation and Management Planning Unit (MAMPU)	20 June 97
7 Zulkafli Md. Noor	QCC Team Member, Printing Unit, INTAN	16 June 97
8 Roslan bin Ahmed	QCC Team Member, Printing Unit, INTAN	16 June 97
9 Sirajuddin Haji Salleh	Head of the Advanced Management, Executive Development and Publication Program, INTAN	10 June 97 13 June 97
10 Shagul Hamid bin Abdullah	Head of INTAN Jalan Ilmu Campus	11 June 97
11 Mohd Nawi bin Haji Ahmed	Head of the Financial Management Program, INTAN	9 June 97
12 Zulkefeli bin Jaafar	Member of the Quality Steering Committee, INTAN	16 June 97
13 Hashim bin Hassan	Head of the Economic Development and Policies Management Program, INTAN	10 June 97

14	Lee Meng Foon	Head of the Training and Media Development Program, INTAN	9 June 97
15	Roslend bin Mansor	Conducted and coordinated the Client's Charter Survey, INTAN	27 June 97
16	Yong Lee Fen	Conducted and coordinated the Employee survey on job satisfaction at INTAN	10 June 97
17	Chen Seong Kong	Corporate Officer, INTAN	25 June 97
18	Aneesee bin Ibrahim	Training Officer, Statistical methods, INTAN	12 June 97
19	Raslin bin Abu Bakar	Head of library and documentation, INTAN	26 June 97
